DOCUMENT RESUME

ED 373 893 PS 022 611

TITLE	Field Hearing on H.R. 6 Reauthorization of the Elementary and Secondary Education Act. Hearing before the Subcommittee on Elementary, Secondary, and Vocational Education of the Committee on Education and Labor. House of Representatives, One Hundred Third Congress, First Session (New York, NY, October 18, 1993).
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and La .
REPORT NO	ISBN-0-16-044303-2
PUB DATE	94
NOTE	114p.; Serial No. 103-49. Document contains small type.
AVAILABLE FROM	U.S. Government Printing Office, Superintendent of Documents, Congressional Sales Office, Washington, DC 20402.
PUB TYPE	Legal/Legislative/Regulatory Materials (090)
EDRS PRICE	MF01/PC05 Plus Postage.
DESCRIPTORS	Administrators; Community Leaders; *Educational Attitudes; *Elementary Secondary Education; *Federal Aid; *Federal Legislation; Hearings; Parents; Program Improvement; State Officials; Superintendents
IDENTIFIERS	Congress 103rd; *Elementary Secondary Education Act; New York; Reauthorization Legislation

ABSTRACT

These hearing transcripts present testimony concerning the reauthorization of the Elementary and Secondary Education (ESA) Act, which since 1965 has provided the bulk of federal aid to elementary and secondary schools and related programs. Much of the testimony was from New York education officials, school administrators, community leaders, parents, and other interested individuals who voiced opinions about the efficacy of specific programs and activities funded by the ESA Act, particularly those items that they would like to see expanded or improved. Testimony was heard from: (1) Assistant Commissioner for Nonpublic School Services, New York State Education Department for the New York State Commissioner of Education; (2) two school district superintendents; (3) the president of a local branch of the United Federation of Teachers; (4) the president of a New York City business-school partnership; (5) the chancellor of the New York City Board of Education; (6) the president of a school parents' organization; (7) the president of the School of Visual Arts; (8) the executive director of the New York State Mentoring Program on behalf of the chairperson of the New York State Mentoring Program; and (9) the executive director of the Education Priorities Panel. Following the testimonies are prepared statements, letters, and supplemental materials. (MDM)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

PS

FIELD HEARING ON H.R. 6 REAUTHORIZATION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)
X This document has been reproduced as received from the person or organization originating it.
☐ Minor changes have been made to improve reproduction quality.
• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

ED 373 893

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED THIRD CONGRESS

FIRST SESSION

HEARING HELD IN NEW YORK, NY, OCTOBER 18, 1993

Serial No. 103–49

Printed for the use of the Committee on Education and Labor

U.S. GOVERNMENT PRINTING OFFICE
78-383 CC WASHINGTON : 1994

For sale by the U.S. Government Printing Office
Superintendent of Documents, Congressional Sales Office, Washington, DC 20402
ISBN 0-16-044303-2

PS 022611

BEST COPY AVAILABLE

COMMITTEE ON EDUCATION AND LABOR

WILLIAM D. FORD, Michigan, *Chairman*

WILLIAM (BILL) CLAY, Missouri
GEORGE MILLER, California
AUSTIN J. MURPHY, Pennsylvania
DALE E. KILDEE, Michigan
PAT WILLIAMS, Montana
MATTHEW G. MARTINEZ, California
MAJOR R. OWENS, New York
THOMAS C. SAWYER, Ohio
DONALD M. PAYNE, New Jersey
JOLENE UNSOELD, Washington
PATSY T. MINK, Hawaii
ROBERT E. ANDREWS, New Jersey
JACK REED, Rhode Island
TIM ROEMER, Indiana
ELIOT L. ENGEL, New York
XAVIER BECERRA, California
ROBERT C. SCOTT, Virginia
GENE GREEN, Texas
LYNN C. WOOLSEY, California
CARLOS A. ROMERO-BARCELO, Puerto Rico
RON KLINK, Pennsylvania
KARAN ENGLISH, Arizona
TED STRICKLAND, Ohio
RON DE LUGO, Virgin Islands
ENI F. H. FALEOMAVAEGA, American Samoa
SCOTTY BAESLER, Kentucky
ROBERT A. UNDERWOOD, Guam

WILLIAM F. GOODLING, Pennsylvania
THOMAS E. PETRI, Wisconsin
MARGE ROUKEMA, New Jersey
STEVE GUNDERSON, Wisconsin
RICHARD K. ARMEY, Texas
HARRIS W. FAWELL, Illinois
CASS BALLENGER, North Carolina
SUSAN MOLINARI, New York
BILL BARRETT, Nebraska
JOHN A. BOEHNER, Ohio
RANDY "DUKE" CUNNINGHAM, California
PETER HOEKSTRA, Michigan
HOWARD P. "BUCK" McKEON, California
DAN MILLER, Florida
MICHAEL N. CASTLE, Delaware

PATRICIA F. RISSLER, *Staff Director*
JAY EAGEN, *Minority Staff Director*

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

DALE E. KILDEE, Michigan, *Chairman*

GEORGE MILLER, California
THOMAS C. SAWYER, Ohio
MAJOR R. OWENS, New York
JOLENE UNSOELD, Washington
JACK REED, Rhode Island
TIM ROEMER, Indiana
PATSY T. MINK, Hawaii
ELIOT L. ENGEL, New York
XAVIER BECERRA, California
GENE GREEN, Texas
LYNN C. WOOLSEY, California
KARAN ENGLISH, Arizona
TED STRICKLAND, Ohio
DONALD M. PAYNE, New Jersey
CARLOS A. ROMERO-BARCELO, Puerto Rico

WILLIAM F. GOODLING, Pennsylvania
STEVE GUNDERSON, Wisconsin
HOWARD "BUCK" McKEON, California
THOMAS E. PETRI, Wisconsin
SUSAN MOLINARI, New York
RANDY "DUKE" CUNNINGHAM, California
DAN MILLER, Florida
MARGE ROUKEMA, New Jersey
JOHN A. BOEHNER, Ohio

CONTENTS

Page

Hearing held in New York, NY, October 18, 1993 1

Statement of:

Corsi, Samuel, Assistant Commissioner for Nonpublic School Services, New York State Education Department, on behalf of Thomas Sobol, New York State Commissioner of Education; Linda Kelly, Superintendent, City School District of New Rochelle; and Joseph Kovaly, Superintendent, Community School District 11 36

Feldman, Sandra, President, United Federation of Teachers, Local 2; Ronald K. Shelp, President and CEO, New York City Partnership, Incorporated, New York Chamber of Commerce and Industry; and Ramon Cortines, Chancellor, New York Board of Education 5

Robinson, Alva, President, Parents Organization, P.S. 112; David Rhodes, President, School of Visual Arts; Jane Brody, Executive Director, New York State Mentoring Program, on behalf of Matilda Cuomo, Founder and Chairperson, New York State Mentoring Program; and Noreen Connell, Executive Director, Education Priorities Panel 62

Prepared statements, letters, supplemental materials, et cetera:

Breslin, Susan, Consultant, Independent Review Panel of the National Chapter 1 Assessment, prepared statement of 86

Connell, Noreen, Executive Director, Education Priorities Panel, prepared statement of 72

Cortines, Ramon, Chancellor, New York Board of Education, prepared statement of 23

Cuomo, Matilda, Founder and Chairperson, New York State Mentoring Program, prepared statement of 67

de Soyza, Theadora, Bronx, NY, prepared statement of 91

Ebersole, Susan E., Director, The Scholastic Art & Writing Awards, prepared statement of 106

Golden, Howard, President, The Borough of Brooklyn, NY, prepared statement of 84

Jones, David R., President and Chief Executive Officer, Community Service Society of New York, New York, NY, prepared statement of 96

Kelly, Linda, Superintendent, City School District of New Rochelle, prepared statement of 49

Kovaly, Joseph, Superintendent, Community School District 11, prepared statement of 53

Pena, Mario J, Executive Director, Plan for Social Excellence, Inc., Mount Kisco, NY, prepared statement of 84

Pizzurro, Frank, Contact, Hon. Eliot Engel's Newsletter, prepared statement of 83

Rhodes, David, President, School of Visual Arts, prepared statement of 64

Robinson, Alva, President, Parents Organization, P.S. 112, prepared statement of 62

Sobol, Thomas, New York State Commissioner of Education, prepared statement of 39

FIELD HEARING ON H.R. 6 REAUTHORIZATION OF THE ELEMENTARY AND SECONDARY EDUCATION ACT

MONDAY, OCTOBER 18, 1993

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON ELEMENTARY, SECONDARY,
AND VOCATIONAL EDUCATION,
COMMITTEE ON EDUCATION AND LABOR
New York, NY.

The subcommittee met, pursuant to notice, at 10:15 a.m., in the auditorium of P.S. 112, 1925 Schiefflen Avenue, The Bronx, New York, Hon. Eliot L. Engel, presiding.

Members present: Representatives Engel, Payne, Owens, and Manton.

Mr. ENGEL. All right. This hearing will now come to order. Before we begin, I would like to thank the principal of the school, Ms. McIntyre, for her hospitality and assistance. We really appreciate it. I would also like to thank the district superintendent of School Board 11, Joe Kovaly, for his help in reserving the auditorium and working with us. We really appreciate this. Thank you very much.

The Subcommittee on Elementary, Secondary, and Vocational Education convenes this morning to address H.R. 6, which provides for the reauthorization of the Elementary and Secondary Education Act. The U.S. Department of Education's proposal for reauthorization of this Act, which we call ESEA, will be renamed the Improve America's School Act of 1993. This proposal was transmitted to Congress this past September, and has been assigned Bill Number H.R. 3130.

When we thought of conducting hearings in our subcommittee, I thought it would be especially good to conduct this hearing in New York, rather than in Washington. This would give members and staff the ability to come here, allow some of the schoolchildren to observe, and to have this very important hearing in the heart of my district which is the 17th Congressional District in New York. The Subcommittee on Elementary, Secondary, and Vocational Education has been focusing a great amount of time and effort on addressing the state of our Nation's education system.

Just last week the House of Representatives passed the Goals 2000 bill which U.S. Education Secretary Riley had been promoting. He had met with our subcommittee many times trying to craft a bill on which we could all agree. This legislation is a comprehensive plan to provide a national framework for educational reform.

The legislation is designed to promote research, consensus building, and systemic changes which are needed to ensure equitable educational opportunities and high levels of achievement for all American students. Goals 2000 will encourage local based reform efforts and increase flexibility while holding States and localities accountable for their actions.

Certainly high standards for all children, professional development, parental and community involvement, and expanded flexibility, based on increased accountability, are appropriate and necessary reform components upon which to build. The committee, based on the framework set forth in Goals 2000, is now moving forward to undertake the tremendous task in revisiting the effectiveness of our Nation's educational programs and policies through it's work on ESEA.

Established in 1965, under the leadership of President Lyndon Johnson, ESEA was originally designed to offer Federal assistance to schools in low-income communities. Since that time, ESEA has grown to include our Nation's most comprehensive and largest Federal education programs. This includes the creation of several new programs designed to help children, teachers, administrators and schools.

As we begin the eighth reauthorization of ESEA, Congress faces numerous and difficult education policy issues. Despite our well-intentioned efforts, our education system does not always successfully meet the needs of our Nation's children. The problems are complex and there are certainly no simple answers. However, it is clear that something must be done. We can no longer continue business as usual.

That is why I have asked the subcommittee to conduct a field hearing here in the Bronx. The numerous programmatic and education issues being debated in Washington often seems far removed from the practical issues being faced by local and State educators and administrators. New York has proved to be an excellent testing ground for new and innovative school programs, attracting talented professionals who strive to make a difference in the lives of our children. Clearly, New York deserves a major voice in the Federal legislative process.

And let me say with our new President and the new Congress, hopefully gridlock is finally broken. I believe that we are finally beginning to craft a comprehensive urban policy. Certainly when we speak of national policies and programs for the cities, education is a major, major component in that strategy.

So I gratefully welcome the testimony which will be presented today. I believe the knowledge and recommendations gathered here provide valuable insight on the current needs of all students. Before proceeding with the testimony this morning, I would like to introduce other members of the panel. To my immediate left is my good friend and fellow member of the House Education and Labor Committee—we came to Congress together and were elected in the same year—my good friend Donald Payne who represents the District of New Jersey.

And to his left, my good friend—we share adjoining districts—a Congressman for many years from Queens, who now represents a part of the Bronx, a very outstanding member of the New York

Delegation, Tom Manton. We will be soon joined by, on my right, Congressman Major Owens, of Brooklyn, who is the other New York member besides myself, serving on the Education and Labor Committee. He will be here shortly.

I'd like to give my colleagues an opportunity to make opening statements, and I'll call on Congressman Payne.

Mr. PAYNE. Thank you very much. It's a pleasure to be here in the Bronx in your district, and to be joined by one of the true leaders of the House, Thomas Manton, who has been very helpful to many of us in New Jersey with his experience. It's been a pleasure to serve with Congressman Engel who came to the U.S. House with a great deal of experience from the State Legislature in Albany. And he has been a tremendous asset to the committee because he has the interests of the people of this particular district.

Let me say that it is good to be here. And I would like to thank Ms. McIntyre also for the good coffee, sometimes good coffee is hard to find. And I would also like to commend the youngsters in the back two rows at this hearing, and it's been a while since I've been in a school, especially an elementary school, and you always hear how disruptive and disorderly and disinterested they are. I think that they play up the negatives too much. I think we ought to give those young people a hand for their tremendous attendance.

[Applause.]

Mr. PAYNE. I appreciate the opportunity to be here in the Bronx so that we may consider the special needs of inner cities with respect to legislation. I would also like to extend a warm welcome and I am pleased to hear that the new Chancellor, the Honorable Ramon Cortines, will be here later. And it's good to see Ms. Feldman from the teachers' organization.

The reauthorization of elementary and secondary programs provide a critical opportunity to focus Federal, State and local efforts on achieving the national education goals and to support State and local efforts to implement Goals 2000.

Now that Goals 2000 has passed the House last week, and that's the goals for the 21st century, we need to focus our efforts on the reauthorization of the Elementary and Secondary Education Act and reinvent Federal programs that will provide equitable education and improvements across the total country.

As it's been indicated since the enactment, as Mr. Engel pointed out, back in 1965, ESEA has offered Federal support to schools in low-income communities. For almost 30 years, ESEA has contributed to improvements in American education. The needs of at-risk children, which once were ignored, are now at least recognized. The ESEA resources have helped poor children, limited English proficiency students, migrant youth, and other children with special needs begin to narrow the differences in their achievement compared to other students.

However, we still have a long way to go. Too many of our children are leaving school without the knowledge and skills required to continue their education to earn a living or to competitively participate in the workplace.

Of the 40 million adults who read at the lowest level, nearly half live in poverty. And so we can make a direct correlation between poverty and the inability to achieve. Education is critical to

strengthening our national viability in a global economy, and ensuring the health and welfare of our Nation.

I hope that this morning's hearing will shed some light on these issues. We need to hear the opinions and ideas of people in areas like the Bronx so that we can develop programs that will address the needs of our students in the inner city. Once again, let me commend Mr. Engel for having the foresight to have this hearing, and I look forward to participating. Thank you very much.

Mr. ENGEL. I would now like to give Congressman Tom Manton an opportunity to say a few words. Congressman Manton is not a member of the Education and Labor Committee, but is an outstanding member, not only of the New York Delegation, but of Congress as well. He is a member of the very important Energy and Commerce Committee. He is also a very good friend and I am delighted to work with him very closely with the New York Delegation. Congressman Tom Manton.

Mr. MANTON. Thank you very much, Mr. Chairman. I am not a member of the Education Committee or of the subcommittee, but I want to congratulate the chairman, Mr. Engel, for scheduling this field hearing here in New York City, and being kind enough to invite some of us from the City Delegation who are not members to attend this very, very important hearing.

I can think of nothing more important than the education of our children and educational reform. I don't have a prepared statement but simply would like to congratulate the chair and our two colleagues here, Major Owens and Don Payne, Major Owens from Brooklyn and Don Payne is from Newark, who are outstanding members of the Congress, and people who have dedicated themselves to the work of this committee. I'm just happy to be here as an observer. Thank you very much.

Mr. ENGEL. Thank you. Now it's my good fortune and pleasure to introduce a colleague who has just arrived, the other New York member on the Education and Labor Committee, who has served on the committee for many, many years. He is a member of this subcommittee, and also the chairman of the Subcommittee on Select Education and Civil Rights, Congressman Major Owens.

We served together in Albany for many years, Congressman Owens in the State Senate and I in the State Assembly. He has been one of the acknowledged leaders in the Congress on educational issues. So it is my pleasure to recognize Congressman Major Owens of Brooklyn.

Mr. OWENS. Thank you very much. Congressman Engel, I want to congratulate you for holding these hearings, and welcome to the panel a colleague from Queens, Mr. Manton. And welcome from across the river, our colleague Mr. Payne, who is always faithful in helping us to conduct hearings in New York.

I think it is very important that despite the fact that there are many crises on the front burner right now in Washington and in the Nation, that we are holding this hearing and making certain that education is never pushed to a back burner. No matter what is going on, education is still important. Education is the key to our ability to survive in the new world order.

Education is the key to our decisionmaking, education is the key to our developing the kinds of citizens who are able to make the

kinds of decisions that are necessary for us to go forward in the new world order.

And certainly education is important to New York City. New York City has the system with the largest number of students, the largest number of teachers, the greatest amount of opportunities for innovation and for progress. And also the greatest amount of opportunities for mistakes and mishaps. We should never allow our system to not have the benefit of oversight from every level.

Oversight from the Albany Legislature, oversight from the Congress, as much attention as possible should always be focused on education. Education is key. And we would like to go forward and make certain that this hearing is one more important step in catching the attention of all those who make decisions, about the fact that education is the key. Thank you.

Mr. ENGEL. Thank you very much. Now, I would like to proceed with our first witness. It's my pleasure to call on Sandra Feldman, who is the president of the United Federation of Teachers, Local 2 to testify. I often tell Sandy that I paid dues to the Union for 7½ years when I was a teacher and counselor for the New York City Public School System! I'm delighted, Sandy, that you could be our first witness here this morning.

STATEMENTS OF SANDRA FELDMAN, PRESIDENT, UNITED FEDERATION OF TEACHERS, LOCAL 2; RONALD K. SHELP, PRESIDENT AND CEO, NEW YORK CITY PARTNERSHIP, INCORPORATED, NEW YORK CHAMBER OF COMMERCE AND INDUSTRY; AND RAMON CORTINES, CHANCELLOR, NEW YORK BOARD OF EDUCATION

Ms. FELDMAN. Thank you very much. I was saying to Congressman Engel a little bit earlier that if we could organize all of the ex-teachers into a force for education and join them with the present teachers, we'd probably have the strongest force in the Nation, and we'd get a lot more done.

I want to say, "Amen," to remarks that were made just now by Congressman Owens about education being the key. Obviously this is the way that we feel and we find ourselves in a constant struggle to convince, especially the people who hold the purse strings at every level of government, that in a situation like this you've got to put the resources where the rhetoric is.

And we're very, very happy that the committee decided to hold the hearings here in New York City, where we have been struggling for years to be on the cutting edge of reform, where we've had a tremendous amount of success which doesn't get a lot of attention because we also have tremendous problems, as has been pointed out.

But we have a great student body in the City of New York, we have a very fine staff, and we've had the opportunity to share a lot of what we have learned from our efforts over these past few years with staff while the reauthorization was being worked on. And we're very pleased that a lot of the things that we have learned, as research has pointed out, are necessary to really making the reform work.

A lot of those things have been put into this legislation, which we very, very strongly support because we think that this legisla-

tion gives us the opportunity to have a sweeping overhaul of the Federal role in education. You know, we've come through a long, dry period of lip service, and we now see ourselves as a Nation at risk.

While many of us in education, in government, in the business community, and the foundation community have been working very hard in all of our districts, towns, cities, and States across the country to implement what was at least a rhetorical commitment to reform.

We are very, very far away from the kind of success that we need. This is the first time that we have a situation in which the funding is going to be part of the major thrust for reform. And I think that is going to make a very big difference.

Now we know, as I said, from a lot of the groundwork that we've already done, a lot of the research that we've already had, what works. And it's very, very heartening to see that this reauthorization of ESEA puts a lot of what works into the legislation itself. Let me just point to some of those.

School-level decisionmaking. There is just no question especially in large urban school systems that, one, you absolutely have to have an overall system of accountability, and you have to make sure that money is being spent properly, and that standards are being adhered to.

That you've got to give a lot more authority and empowerment to the parents and teachers and administrators at the school level to do what needs to be done for their school, to allow them to make decisions on the way that the school is organized, on the way the education services are delivered tailored to the needs of their children; and this legislation makes it possible to do that.

Maintaining a commitment to high standards for all children is a cornerstone of this legislation. And providing the children and the people working with them with the support and the resources that they need to get there, that is what this is about, and we're very, very supportive of it.

Making professional development an essential and fundamental part of what happens, we know also will make a big difference because you can't have a situation where you are just putting money in—although money is always welcome—if you don't make sure that the people who are delivering the education services to the children, the teachers in particular, are given the opportunity for ongoing renewal, for ongoing staff development, for ongoing ability to reach into what the latest research is, to be able to do what we are finding out on a regular basis really works with children.

We are very happy to see that this legislation will make it possible for so many more schools to do schoolwide programs instead of pull-out programs. For years, I can't tell you how many years, teachers have been complaining about the pull-out programs, feeling that pulling the children out of the regular class takes them away from the continuity that the teacher has planned for, and we're very, very supportive of that. Providing for real parental involvement at the school level in every aspect from policymaking to real involvement in their children's education and, of course, putting a real emphasis on early childhood and prekindergarten is an-

other aspect of the Reauthorization Act which we very, very firmly support.

We also very strongly support making sure that the resources get targeted to those who need it most, and to provide a system in which flexibility is mixed with accountability so that if we feel that we have some real control, down at the school level, over how we provide education for our kids. We want to be held accountable and we want to make sure that we're improving. And we have no problem with requiring schools to start all over again, if, after having been given the help and having been given the resources, they find that they are just not able to improve.

As I said, New York City has really been a proving ground for a lot of the innovations which are now going to be incorporated into this legislation. The school as a unit of change, the whole program that we have of school-based management shared decisionmaking which is going strong in about 300 schools in this city, and which will be enhanced by this.

The success of schoolwide projects which we initiated years ago, even though we had the 75 percent eligibility requirement, has been very, very helpful, and we learned a lot doing it in those schools which have done it. By the way, this very school that we are in is one of the schools that has been doing a schoolwide project. I will talk a little bit more about that just a little bit later on.

I want to focus my remarks, obviously, mainly on Title I rather than the whole spectrum of reforms, all of which we also support. Now, let me talk about schoolwide projects because I think it is going to make a very big difference to be able to have more schools. Right now we have 666 Chapter 1 schools in New York City. One hundred and sixty of those schools are involved in schoolwide projects.

They have come a very long way from the initial impulse to lower class size, which of course is very important but which is not sufficient. We need to lower class size but we also need to do all of the other things which are incorporated into this legislation. And the schoolwide project schools in New York City are fully involved in and fully committed to comprehensive education reform.

We know that they resulted in an integrated, innovative program that involves teachers, and parents, and paraprofessionals, and administrators in making sure that what happens in that school focuses on what the needs of what the students in that school are.

And staff development, it's required that staff development be continuous throughout the project. As a result our schoolwide project schools have consistently outperformed comparable schools after three years in the program, which is a great testament to the success of that program.

And, of course, at P.S. 112 where we presently are sitting, I think you can see that just the feel of the school—I hope that some of you will have an opportunity to take a walk through this building after the hearing—there is so much going on here, even though I have to say this school is in the throes right now of having to apply some budget cuts that the district received at the start of the school term.

They are going to be losing two teachers which will require them to raise class size in the fifth grade to about 37 or 38 children in the class with one teacher. They will have to have a bridge class in the first grade. It would be a whole lot better if they had the resources that they need to see to it that they didn't have to do that.

Because there is no question that 37 or 38 children in a fifth grade class, or a bridge class in first and second grades is going to be problematic for the children and teachers carrying them on.

Now, as far as the legislation is concerned, we very, very strongly support the changing of the threshold for schoolwide projects from 75 percent eligibility to 65 percent, and ultimately to 50 percent. We very much appreciate your efforts, and we certainly are going to fight to see that they hold, to restore the $57 million of Chapter 1 aid which we lost due to the 1990 Census last year. And we agree, as I said, that any new formula must drive the money to where it is needed.

Mostly, we know that ultimately in the Congress there is going to have to be a certain amount of political realism because it is always tough when you have "haves" and "have littles" in a situation. But we want to make sure that we stay allies.

We're really delighted to have Congressman Payne here who we know has a great relationship with educators in New Jersey. We want to be able to build a consensus that enables us to provide for the children who are most at risk and most in need, unlike last year when, because of the shifts of funding, we had regions pitted against each other. We really should provide aid based on educational needs, not on regional political advantages.

We agree that we have to raise expectations so that our children can reach their highest potential and aspirations. Our kids are fantastic, they can do anything if they get the support. But we also have make sure that the support is there. And, of course, this reauthorization does that.

We agree that Title I has to move beyond the basic skills, prepare our children to reach the national education goals. And we have examples all over New York City that make it very clear that our kids are more than up to it, and that our teachers and parents are prepared to work together to make that happen.

Just a few examples. We had a very tough situation in a school in Chinatown, P.S. 124, with huge numbers of new immigrants, many of them without any ability to speak the English language, coming from all over Asia and all over China, and the establishment of a school-based management shared decisionmaking program there.

The fact that they could do a schoolwide project because they were at 75 percent eligibility infused the entire community with lots of new ideas, lots of energy, a lot of enthusiasm, and there is a very high level dual language program in that school which is enabling the kids to really make it in a fairly short period of time at a very high level. I've already talked to them.

This school, P.S. 112, which is the only schoolwide project school in this district, were one of the pilot schools that worked with our Teachers' Center before we even instituted school-based management shared decisionmaking in New York City. They enrolled in

the Schools of Tomorrow Today Program. They were considered pioneers, and they are now entering their third year of schoolwide project.

They've got Project Read and Thinking Mathematics going on here working, in conjunction with our Teachers' Center, to improve basic skills and critical thinking and broad learning skills across the entire school building. And they work very closely with the Teachers' Center.

Of course, we'd like to see the Teachers' Center in every schoolwide project school because it really helps create the increased staff professionalism which you will see in this building. This schoolwide project allows time for the staff to meet collegially and work with each other on curriculum and other task forces.

We have very strong parental involvement in this school without which no school can succeed. In fact, they were a recipient of the special Parental Involvement Grant. And you can see and you can feel in this building the increased morale over the past three years, and the belief that all of our children can meet the highest expectations permeates the atmosphere.

We have many, many other schools. Major Owens may be familiar with P.S. 41 in Brownsville, where the teachers, under a school-based management program, started first with an ungraded primary in the school. It was very difficult to put into effect, but ultimately after a few years the entire school became an ungraded school.

The teachers, and the administration, and the parents worked very closely together, and they are providing very high quality instruction, thrillingly high quality instruction to the kids in the middle of a very tough area in Bronxville. And they have a lot of parental involvement as a result.

In our schoolwide project schools, we just targeted a very small amount of money, between $5,000 and $6,000 for staff development and it made a tremendous difference. It really paid off. We always work at making sure that the teachers; and the parents; and the paraprofessionals; and the administration; and on the secondary level, the student representatives, work together in all of the planning and all of the implementation. And of course, the Teacher's Center Program, which has been probably the most successful staff development program in the city was originally a Federal program. It started as a Federal program in the Carter administration in 1978. One of the things that the committee might want to think about is providing some funding so that that the Teacher's Center Program could be expanded so that every schoolwide project school could have it.

You know we also have the situation where there is always a lot of talk about the need for parental involvement, and I think it is an absolutely fundamental need. In the schoolwide project schools we have, as I said, a lot of parental involvement. A lot of the parent leaders in those schools have become citywide, and in some ways nationwide spokespersons for reform and innovation and speak at education conferences.

The parent leadership from P.S. 41 in Queens has been a leader in this. And we believe that bringing parents and teachers together in this way is really the key to success.

I don't have an awful lot of time. We've an awful lot that we could talk about. Let me just very quickly conclude by saying that we need pre-K, we'd like to see SuperStart—which you know is a really wonderful program for children who otherwise probably would spend their school careers in special education—it integrates special education and regular education kids. We find that we have a tremendous high rate of kids going into regular education, if they have a chance to enjoy SuperStart.

We agree with the changes in immigrant aid, folding the emergency immigrant education into Title VII, and of course, the expansion of the LEP programs of the Federal Government. We want to see that happen.

We also applaud the emphasis on safety, school safety, violence prevention, is an absolute essential. We've got to give schools like this, which exist all over our urban centers and which are oases for our children, we've got to give them the security that they need to be able to do the job when they get into this building.

And they need to feel safe coming to school, and they need to feel safe once they are in school. And the parents have to be assured that their children are safe. We want to see that part of the reauthorization survive and flourish.

And we're also very happy to see separate funding for arts education. Usually when there are budget cuts, the first thing that goes is art and music; and especially the center of art and music of the world being right here in New York City, we think that it's absolutely criminal. We know that our children need arts education desperately, and we're very, very pleased that the reauthorization will provide for that.

We want to thank you very much for the relationship that we have, for all of your past help, and we look forward to working with you to see to it that the reauthorization, as envisioned by the committee's work, will go forward and will succeed. Thank you very much.

Mr. ENGEL. Thank you very much. I'm not going to ask all the questions that I wanted to ask. I just wanted to make a few comments on some of the things that you have said. I notice that many times you referred to the importance of partnerships between teachers, parents, and educators. I certainly agree, being a former teacher, being a parent of children enrolled in the public school system, and being a product of the public schools of this district. In fact, I couldn't agree more.

And I am very happy that in the City of New York there has been good interaction between parents, administrators, and teachers. I'm very, very happy that you mentioned that and stressed that in your testimony. In regards to school safety violence prevention, we have introduced a Safe Schools Bill in Congress, trying to get additional funding for violence prevention in the schools.

And in terms of arts education, the other issue that you mentioned, that also must be viewed in partnership with the private sector as well.

I would just like to ask you one generic question. What would you say if someone said, "What is the biggest problem facing teachers today in our schools, today here in New York City?"

Ms. FELDMAN. It's hard to—I'd like to just give some things some equal weight, because our problems are enormous. I think when you ask teachers that question, and there have been a lot of surveys of teachers, they will say, number one, they want more parental involvement and support for the kids, as partners. You know, I'd just like to say that we don't always get that.

We get it in schools like this one, in schoolwide project schools, and shared decisionmaking schools. We also know that because of a lack of resources, class sizes are huge. And there is nothing more difficult than trying to do an innovative reform program when you have huge class sizes such as the fifth grade that this building will now have to deal with this year. And teachers will tell you, "Give me a smaller class size. Let me spend more attention on my kids."

We have very, very high class sizes in New York City, 1 to 12 more children in every single class than exists in the rest of the State. And that is purely and simply a function of resources, and it's a situation that not too many other communities allow to exist.

Now, in addition to lowering class size, we want to do all of the innovative education reforms that are talked about in the Reauthorization Act. That creates an ambiance for those reforms, that and staff development.

So I would say the parental involvement, the resources for the lowering of class size, and the provision of staff development, and keep our schools safe. Keep us out of harms way, and our children will flourish.

Mr. OWENS. I have just one question and that is, the present bill, as proposed by the administration, calls for a dramatic shifting of funds away from certain suburban communities into the areas of greatest need, the inner cities and the rural areas. That will not be accepted without a fight. There is a fight that is going to take place and I wondered if your national office, if AFT has taken a position yet on that?

Ms. FELDMAN. We are supportive of driving the funds to the areas of greatest need. And we also, as I said——

Mr. OWENS. UFT and this city has, but has AFT definitely taken that position?

Ms. FELDMAN. I believe that AFT has, yes. Yes, they have, as far as I know. And if they haven't, I certainly will be there pushing them to do it. Now, you know though, better than I, that in politics you often may have to make some compromises to get something done. One of the things that we hope will not happen here is that we end up in a debilitating confrontation between the "have nots" and the "have littles," as I said earlier.

There is no question in my mind, and our organization will fully support this position, that concentrating the funding on the neediest children is what needs to be done. And we will be supporting moving in that direction.

Mr. OWENS. I think the President is to be congratulated that he has done the right thing in moving in this direction, and I'd like to see all of us make certain that he gets as much support as possible.

Mr. PAYNE. Thank you very much. As I indicated, also I am a former teacher. It's good to be back in the schools, but I am certainly disturbed to hear that you can have class sizes close to 40

youngsters. It seems as though we're working backwards. I'm sure that if you had the authority, you would certainly see that that is turned around.

Just once again, on the business of school funding, as you know in New Jersey we had quite a tussle when the Governor attempted to shift funding from the wealthier districts to the 30 special needs districts. It became a very serious battle. I understand that New York has some sort of system where it accommodates poorer districts to some degree.

And there was a plan that went through in Kentucky that really worked very well. They were able to do the Robin Hood sort of legislation without too much of a problem. Anticipating the new legislation, do you anticipate opposition, not necessarily perhaps from the city districts but from the suburban New York State districts, the more wealthy districts?

Ms. FELDMAN. Let me say first of all, looking across the river, I've been a great admirer of your Governor. I think that he really worked hard at doing the right thing. We have found in New York State that we cannot take a position which would take from districts who have a little more in order to put that money into districts which need a lot more. It just creates a split among people who care about education.

And we have worked very hard to try to create a compromise situation in the State. We still don't get our fair share here in New York City, which is true of course in most States where the large urban centers are not getting their fair share of State aid. But we have been able to incrementally increase it, at least up until a couple of years ago when the recession hit and we suffered some huge cuts, but we have been able to incrementally increase it pulling together alliances with suburban legislators as well.

Now, I think that there will be resistance. There is no question about it. There is going to be resistance from legislators representing districts that will lose some of their Chapter 1 funding as a result of the Reauthorization Act.

And I think that ultimately, just being a realist, that some compromises will have to be made. But I hope that those compromises don't compromise the basic position of concentrating the bulk of the resources on the children and the districts that need it most, that have the greatest concentrations of poverty.

Precisely because of the situation that you talked about, that exists in so many States, of inequities within the State itself, government at the Federal level really should be the place where those inequities are set right. And this is an opportunity for the first time in our history, thanks to President Clinton, it is the first time in our history where the Federal Government is actually trying to play that role.

After all, it was the very meaning of the Chapter 1 funding, Title I funding when it first was envisioned, that it would go to those most in need, to the kids who were most at a disadvantage because they did not live in wealthy areas. And this Reauthorization Act carries that to its 1990s level.

And I think we are going to have to fight very hard trying to get as many allies as we can, even though we know that there will be some places that are losing funding. We're going to have to fight

very hard to keep that basic principle of providing the funding to the kids who need it most, because that's one of the only ways that we are going to begin to set right the inequities in this country. And that is the role the Federal Government should play.

Mr. PAYNE. Thank you very much. I did have another quick question. But let me just state it though, perhaps, time is running out. There is legislation that we are looking at called the Opportunity to Learn. Many of us feel that when we read books like Jonathan Kozol's, "Savage Inequalities," this whole question about funding and poor and richer districts, there is a move on the part of the Federal Government to move towards standardized tests, national tests.

Many of us on the committee feel that it's wrong to have standardized national tests when young people are not given the same opportunity to learn. They are going to be the victim twice, the victim of not having the opportunity with the resources, and their being the victim the second time because they are going to fail the test.

And we are for national standards and higher standards, but the committee is very adamant about the fact that we should not penalize the student. Where do you stand on this whole question of opportunity to learn?

Ms. FELDMAN. Well, I am very, very much in favor of seeing to it that the resources are there to enable all of our children to meet the standards. We favor the standards and not just—I don't think we are talking about a standardized test across the entire Nation, Mr. Payne. That is not what the legislation envisions, as I understand it. We are talking about a variety of different assessments. They will be developed by the individual States, tailored to school districts in their States.

But there will be standards at the national level like other countries have that schoolchildren will have to meet. And I have absolutely no question in my mind that our kids can meet those standards. I would not like to see a situation where we take the position that because they do have additional burdens, no question about it, that somehow we have to create a different standard for them. I would be very much opposed to that.

Let's fight like hell to get the resources in there so that our kids who do need extra help get the extra help. But let's see to it that they meet the same standards that all kids are expected to meet in this country.

Mr. MANTON. Thank you, Mr. Chairman. Not being a member of the committee, I'm not going to press my luck and take up too much time. But for one who may not be as well-versed as some of the other members of the subcommittee, my question is, you talked about eliminating pull-out programs and getting toward schoolwide projects. What are some of the pull-out programs that you would rather see on a districtwide level?

Ms. FELDMAN. Well, actually I wouldn't make that decision on a districtwide level. I would let the school—I mean, that's one of the marvelous attributes of having a schoolwide program because it doesn't mean that you might not have some children who need some additional help at some point during the day. But we want the school to be able to organize it so that you don't have, as we've

had in so many Chapter 1 schools, a sort of automatic 10 a.m. every morning, no matter what else is happening in that classroom.

A remedial reading teacher comes in, pulls out three or four children, which immediately everybody understands that it is for remediation, takes those children out of an involvement with the rest of their classmates and whatever it was that the class was doing at that moment.

Teachers have for a long time, and as I said, at least classroom teachers have felt that that is not the way to handle providing extra help. So that schools will develop a wide variety of ways in which children who need extra help get it since they will have the resources under the new Act in a schoolwide program to do that.

So that is what we're talking about, we're not talking about eliminating extra help for children. We're talking about scheduling it differently, organizing it differently, and making sure that the classroom itself is the place where the children do their real learning.

Mr. MANTON. Thank you very much, Ms. Feldman. I'll yield back the balance of my time to the Chairman.

Mr. ENGEL. Okay. Thank you. I want to thank Sandy Feldman for her excellent testimony. I know we will be working with you closely in the future as we work on the bill. Thank you very much.

Ms. FELDMAN. Thank you.

Mr. ENGEL. Before we call our next panelist, there are many, many dignitaries in the audience. I just want to acknowledge three of them: the local community school board president, Loretta Jones, is here; and school board member and former president, Carla Ginsburg I also want to acknowledge Dr. Yvonne Young, who is the deputy assistant superintendent for the Division of Special Education in the Bronx. Thank you for being here today.

Our next panelist is Mr. Ronald K. Shelp who is the president and CEO of the New York City Partnership, Incorporated, the New York Chamber of Commerce and Industry. And let me just say to all our panelists and future panelists, we are putting your official testimony, as written in full, into the record. I would ask everyone to summarize their testimony in about five minutes, and then we'll proceed to questions. This way we can get all of our panelists in. Thank you. Mr. Shelp?

Mr. SHELP. Thank you, Mr. Chairman. Congratulations to you and the members for organizing this very important hearing. I'm pleased to give you the views of the business community and the private sector on the legislation. Accompanying me to my right is Nelson Smith, who is vice president of education and youth employment at the New York City Partnership.

I will give you a quick summary since you have the written testimony. As I think you know, the business community is placing unprecedented emphasis on education reform. Each year the Chamber of Commerce does a survey with Price Waterhouse of the business community of New York. We call it the Business Pulse. And this year it placed, just after crime, education as the need that must be addressed in New York.

We also for five years have been surveying the members of the New York City Partnership, and again education comes out either

number one or number two as the issue that must be addressed by the business community.

Mr. ENGEL. Excuse me. I'm not sure if the mike in on. Could you make sure that it is on? Okay. Hold it a little closer, I think.

Mr. SHELP. Okay, fine. Finally, many chief executive officers tell me privately about the constant mismatch they find between their company's needs and the preparation of public school graduates.

I think what is noteworthy about this hearing is that you are not only going to hear from the Chancellor, and you have heard from Sandy Feldman, but you are going to be receiving a letter, each of you here, that I have a copy of, that is not only signed by them, but by the Mayor, the unions, and the business community, all supporting this legislation. That is quite a statement in itself.

To me the most important aspect of this legislation is that it will finally attach the engine of Federal spending to the train of reform, because it's going to put thousands of more urban schools on the same path toward higher standards and greater school-level accountability where only a few now travel.

What I'd like to do is just give you brief comments on four specific aspects of the legislation that we think deserve support. First, we applaud the administration's proposed change in the overall funding proposal placing more resources in the poorest schools and school districts.

The Partnership has been fighting this fight in New York State for years where you have 37 percent of the students in New York City but they only get 34 percent of the State funding. And we'll continue to fight it. And we believe that the proposed change in Federal policy derives from the same principle, scare resources should go to those in greatest need.

Secondly, the business community supports educators having more authority over school resources. By allowing more Title I money to be spent on schoolwide projects, this legislation will give teachers, principals, and parents more power to make decisions based on the needs of students rather than the rules attached to funding streams.

You know, Mr. Chairman, there is an analogy here with what's been going on in American business in recent years as they've had to retool because of worldwide competition. They've learned through decentralization to have the decisions made down at the local level where services are being delivered to customers. In this case, the customers are the students, and it makes sense to do the same thing here.

The third point is that the bill is based on the premise that high standards of academic performance should apply to all students. It will help eliminate the pull-out programs, the testing processes that have established a separate and often unequal set of expectations for poor children.

And the fourth principle reason that we support this bill is because it provides a stronger professional development for teachers, something that we very much believe in There is a lot else I could comment on if we had time. For example, we applaud the provision to fund demonstration projects for new charter schools. This will help enlarge the supply of distinctive high quality programs for New York students.

Let me end, however, Mr. Chairman, by personally thanking you for introducing the Community Arts Partnership Act which will give disadvantaged children increased access to their cultural and artistic heritage. Over the years I have served on several arts boards in New York City, and I know how important it is.

Just last week the Partnership, the Port Authority of New York, and the Alliance for the Arts released this study here, entitled, "The Arts as an Industry, Their Economic Importance to the New York/New Jersey Metropolitan Region." And it had some extraordinary findings. It basically documented the extraordinary impact of the arts on the economy of our region. Ten billion dollars in revenue, and more than 100,000 jobs annually. That is quite a significant finding.

We believe—and that is why we are so enthused about your Community Arts Partnership Act—that New York's children deserve a chance to experience the cultural richness of their city as well as to participate fully in it's future economy. Thank you, Mr. Chairman.

Mr. ENGEL. Thank you very much. I wrote all your four points down, and I think they're very, very well taken. I would like to ask you to talk a little bit about the bill you referred to that I introduced involving the arts.

I feel that the private sector can play a very important role, and should play a very important role in working with our educators. That is one of the reasons why I introduced the Community Arts Partnership Act.

So I would just like you to very briefly explain to us where you see the private sector being involved in these types of things, and how you think you could best work with our local schools.

Mr. SHELP. I'll be glad to try although I must admit that I don't know all the details of the bill, but I agree with it in principle. First, the broad principle which drove this study with the Port Authority and the Alliance for the Arts is that growth in jobs is the key to everybody benefiting.

In missions that we had taken abroad, because Mayor Dinkins has designated the Partnership and the Chamber as the City's international marketing arm, we had our eyes opened in an interesting way by foreigners, as opposed to having them opened at home. Again and they said to us, your great asset, one of the reasons we chose to locate in New York City over other cities, even though frankly you are more expensive than many other cities, is because of your cultural institutions.

So we decided that if that is true, there must be some economic benefit that we hadn't understood. Because all too often the arts are thought of in other ways, such as just improving your life which is important, but there are some economic benefits. So that led to these studies which are now confirming the economic benefits.

That will drive us in our dealings with government where all too often when there are budget problems, as there are in New York City and New York State, the arts is one of the first things to be cut. To the Mayor's credit, that has not been his decision, but there is a trend, if we look nationally, you know, if you've got to cut

somewhere, why the arts? So clearly the arts have an economic consequence.

Now, secondly, those from more privileged backgrounds tend to get exposed to these great arts institutions. New York has more to expose than probably any city in the country, if not the world. And, basically, the principles in your bill that we sympathize with are making sure that there are opportunities for that exposure of young people to the arts regardless of economic background.

I mean, that's the driving force, what you have to do. The business community has programs in this area, and I would be delighted to work with you and others in developing more.

Mr. ENGEL. Thank you.

Mr. PAYNE. Thank you very much. I would also like to thank you for your testimony on the whole question of the arts, and I would like to have a copy of the report. We've found that the arts can be a draw for industrial development, for a city to come back.

In Newark right now one of the biggest projects that we've had in several decades is the fact that a performing arts center will be built in the city, because it was felt that this would be a way to draw people in New Jersey to the city. I think that we need to have activities like in Camden where an aquarium was developed, and now people are coming in.

So, therefore, we're seeing additional kinds of service being created, and we're hoping the same thing will happen with the Newark Performing Arts Center, to draw people from New Jersey into the city so that we can then try to use the arts and music as a industry, a service industry, but a very important industry to draw people back.

Even taking something like the U.S. Open, by it's standing in New York City, it gives the prestige and also all the other things that come along with it. So I really have no question and just want to compliment you and just say how on target I think you are.

Because of the success of New York, that is why New Jersey, I think, has decided to try that in Newark, its largest city, because of the success that we've seen in the City of New York.

Mr. MANTON. I'd just like to compliment the Partnership in trying to make a wedding between the private sector business interests and education, because unless we have that right fit of educated students who can then be employed readily, we're missing the mark.

Just on the arts, again I think an important connection—I'm a member and maybe some of the other members are members of the Arts Caucus, and we learn by way of that membership that art and cultural, galleries, theater, dance, restaurants, hotels, all these things are interconnected.

And someone, I forget what the gross figure was but it was a number of billions of dollars, and it turned out to be, perhaps, if not number one, right up there with what we offer in New York to people that come and visit with us and spend money on all of these events. The arts are not only a big revenue producer but also provides an awful lot of jobs in New York City.

I think it's important that art be looked upon separately and not as something that can be cut when other sides of the budget require some cuts. I'll turn this back to our distinguished chairman.

Mr. ENGEL. Okay. I want to thank Mr. Shelp for being here, and I appreciate his testimony. And thank you for all the good work that you do.

When we first heard about the appointment of our new school chancellor, there were many people who said that he was a miracle maker and a lot of good things were said about him. I must also say that his timing is also just perfect as well. So it gives me great pleasure to call on our next panelist, the Honorable Ramon Cortines, who is the new Chancellor of the New York City Board of Education.

I believe this is the first time, as Chancellor, that he has had the opportunity to testify before a House panel on education. So I want to welcome you here, Mr. Chancellor.

I want to say that recently I had the good fortune to speak with the Chancellor on the telephone, based on a problem that we had right here in District 11 with a school, P.S. 83, involving the asbestos problem. I believe that the principal of P.S. 83, Ronald Imundi, was here earlier. Anyway after one discussion with the Chancellor, he was at P.S. 83 the next day and the school was ultimately shut, greatly pleasing the parents, teachers, and administrators.

I just want to say, Mr. Chancellor, if this is any indication of the way that you operate, I want you to know that I'm very impressed and I believe you are going to be a great chancellor for the City of New York. I welcome you and I look forward to hearing your testimony. I look forward to working with you during the years to come.

Mr. CORTINES. Thank you very much. Let me say that the words that I am going to share with you today and the paper that we have developed represent the efforts of a great many people. The input of parents, the input of teachers, the input of administrators and our central office staff. And I want you to know that District staff will be made available to you and your staff, if you so desire, as you proceed with the deliberation on this particular matter.

As the new Chancellor of the New York City Schools, I feel it a privilege to be sharing with you these remarks. I am strongly committed to the belief that all children can meet the high standards of Goals 2000, if we provide them with the necessary resources. The proposed Title I Reauthorization is based on the principle that all children, even our most disadvantaged, can succeed when expectations are high and the program content is challenging.

The new bill provides schools nationwide with a means to carry out this commitment. The bill targets funds to the neediest children and provides the flexibility to direct dollars where they will do the most good. It is encouraging that the Federal Government is taking a leadership role in guiding this important effort to reform education nationwide.

Under the proposed legislation all levels of government will now cooperate in meeting the demanding Goals 2000. The proposed reauthorization of Title I complements the philosophy of the New York City Board of Education and builds on many successful initiatives already in place. I am most pleased with the bill's focus on total school reform, rather than piecemeal program implementation.

New York City is currently a leader in the movement for site-based management, giving schools greater autonomy and flexibility to improve teaching and learning. I am also pleased that the bill recognizes the critical need for sustained, high quality professional development, and the involvement of parents as partners through the school-parent compacts.

Most significantly, by targeting national resources to those children in greatest need, school districts will be better equipped to fulfill their moral mandate to prepare all children to meet high standards. At present, 290,000 disadvantaged students are eligible to receive services under Chapter 1, and only 237,000 are being served. This number will double with the passage of the new legislation.

New York City children will benefit in two additional ways. The proposed legislation calls for a nationwide increase in Title I funding, and it provides us with greater flexibility in using these dollars effectively. The increase in the nationwide appropriation for Title I affirms the seriousness of the bill's stated goal, to provide high quality education to all children.

This principle is further buttressed by the many provisions that encourage education for Title I children with all other children in a school, instead of perpetuating a remedial track focused on low level skills. The infusion of additional Federal dollars to New York City will be of great help in meeting the multiple needs of an increasingly poor student population, many of whom are newly arrived in this country and who are non-English speaking.

Our system is currently experiencing the strain of meeting these demands at a time of shrinking resources. This fiscal year, New York City schools lost $57 million in Federal funding due to the use for the first time of the 1990 Census data in the Federal Chapter 1 allocations.

Our school system is responsible of the education of one million students with an enrollment that continues to grow. With more than 138,000 immigrant children from 188 countries entering the New York City schools over the last three years, growth in the immigrant population is a major contributing factor to the overall enrollment growth.

Our students currently speak 120 different languages, additionally there are 128,000 students receiving special education services. The percentage of students who receive public assistance (40 percent), are eligible for free lunch (62 percent), and come from single parent families continue to increase.

Our poorest children and their families are the most vulnerable to violence, drugs, and health problems that plague our poorest neighborhoods. New York City schools are sensitive to the needs of limited-English-proficient children and their families. In this regard there are valuable recommendations in the new bill on Title I Reauthorization introduced by Congressman Serrano, that focus on the needs of these populations.

Despite the reduction in resources, we have been successful in restructuring services to accommodate the new and challenging needs of our students and providing expanding options in the delivery of services. For example, one school district in the Bronx has redesigned its program from a pull-out to an enriched in-class pro-

gram supported by more intensive staff development to improve teaching and learning.

New York City has the most extensive schoolwide projects initiated in the country. To date, 181 schools have taken advantage of the schoolwide project provision in our current Chapter 1 law to restructure educational programs for students. Our successful schoolwide programs build on the strength of the whole school community including parents, administrators, teachers to design a program that takes into account all of the needs of the individual child.

In an exemplary program, children stay in the regular classroom rather than being singled out for pull-out for remediation instruction. They learn in personalized, small group settings. Children also participate in extended schoolday activities such as the Early Risers Homework Club, and afterschool reading, math, and arts programs.

Staff development is built into the total program, and staff meets on a regular basis to assess children's progress and adapt the program as necessary to help each individual child succeed. Parents are an important part of the entire program. They participate as volunteers in afterschool adult literacy and homework helper programs, and receive information, whenever possible, in their primary language.

We have also developed innovative early childhood intervention initiatives with enriched services which provide a jump-start for success. For example, our Chapter 1 supported SuperStart prekindergarten program provides a warm, nurturing place for both children and their families. The children begin their day with a wonderful breakfast while their parents are working with social workers and family assistants to gain new skills in everything from parenting to learning English.

After breakfast the children are surrounded by books, art materials, a housekeeping corner, and musical instruments. These children are getting their first positive experience with school as they learn to make decisions, play in groups, interact with other children and adults from many cultural backgrounds, and expand their understanding of the world by exploring their communities and experimenting with language and mathematics concepts through music, storytelling, and blocks.

New York City has developed a wide spectrum of new secondary school programs, including additional option high schools and educational options within those high schools, as well as an array of specialized high schools tailored to the diverse needs of our student population.

We go on to explore in this paper the opportunities that we are talking about, that we are developing performance-based assessment tools in math and reading. As a system we are developing benchmarks to determine how well all of our children are progressing regarding high standards, and to assess how well we can better serve them. This will be achieved by using systemwide data to identify successful programs.

I'd like to highlight the elements of the bill submitted by the Department that will best support our efforts in the New York City

school, comprehensive, nurturing, high quality instruction to all students.

We are in full agreement with the bill's focus on high standards, the same high standards for all students. We also applaud the bill's emphasis on keeping children in their regular classrooms. It is our responsibility as educators to ensure that children targeted for Title I services receive the necessary supports to succeed in the mainstream in both education and future career opportunity.

I think I want to, because I know all of you can read, I want to go to some of the areas that I think there are some concerns that we would like to bring to your attention, and we would like you to consider.

For your benefit, I have skipped to page 8 of this particular document. While we support the principles of the proposed Title I Reauthorization, we would also like to take this opportunity to identify our concerns based on our initial review of the legislation. We wholeheartedly support the educational reform agenda put forth in this bill, but we have reservations about making Title I the vehicle of reform through proposed additional funding with no guarantee of additional funding.

Without additional funds we cannot meet the proposed new mandates such as two required health screenings in high poverty elementary schools, the doubling of the required hours of instruction for neglected and delinquent youth, and new staff development requirement and the emphasis on mentoring and career and college preparation for students above grade six.

While we support these initiatives, if additional funding sufficient to meet the mandate is not provided, the new requirements will result in the diminution of other instructional services in order to comply.

The proposed change in school eligibility solely based on poverty is one we support. However, a preliminary analysis of this change, assuming no new funding, suggests that the implementation of this change in New York City would cause some high poverty schools currently serving large numbers of low-achieving schools to lose as much as 25 percent of their current allocation.

Under the current law, the comparability issue is measured based on allocation of staff to schools, not on per pupil expenditures as proposed in the new legislation.

The proposed change would require a redistribution of staff among schools so that higher salaried, more experienced teachers are assigned to Title I schools. A period of transition would be required to allow us to make the necessary changes, to redistribute the teaching staff, and to meet the comparability standard in cooperation and in negotiation with our union.

The bill puts a heavy emphasis on new State roles in setting standards, developing assessment instruments, and providing technical assistance. While we support these activities in principle, there are many unanswered questions on how these new responsibilities will be carried out. There is also a lack of definition on what constitutes high quality instruction and high quality student assessment, and how these provisions will be translated into regulations.

We do not support the proposed integration of Chapter 2 into a transformed Dwight D. Eisenhower professional development program. The national education agenda should promote the mathematics and science education provisions of the current Eisenhower program, not gut the one available funding source that covers math and science education and technology. These funds must continue to be focused on improving instruction and supporting professional development in these areas.

Lastly, the continued use of geographical area of defined school attendance zone makes the identification of eligible schools extremely difficult as we implement school choice programs for children and their families. Indeed, given our open admission policy at the high school level, and the availability of mass transit which allows students to travel all over the city to attend school, this provision currently makes the determination of high school eligibility extremely difficult.

Since many of our students do not submit forms for free or reduced lunch, funds are not often channeled to the high schools of choice that are not located in high poverty neighborhoods but serve large numbers of poor students. Alternatives which better accommodate local school choice must be considered.

These concerns are far outweighed by our strong conviction that this legislation holds great promise for disadvantaged students in our city and our country. The urgent need for educational reform presents us with both challenges and opportunitie

We are pleased that the Federal Government has accepted the challenge and assumed a leadership role in this effort. We cannot relegate our poor and disadvantaged children to secondary inferior education for whence they will never emerge. If we are to break the iron cycle of poverty in this country, all children must be given the opportunity to succeed.

The legislation before us today is a very important step towards reaching the goal. For the future benefit of our children, of our Nation, I request your support of this bill, along with your consideration of the issues that we have raised.

[The prepared statement of Mr. Cortines follows:]

TESTIMONY SUBMITTED BY RAMON C. CORTINES
CHANCELLOR, NEW YORK BOARD OF EDUCATION

U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

HEARING - OCTOBER 18, 1993

I want to thank the subcommittee on Elementary, Secondary and Vocational Education, and Congressman Eliot Engel, for affording me the opportunity to speak today. As the new Chancellor of the New York City schools, I feel privileged to be at the helm of the nation's largest school system at a time of such exciting and promising change on the national educational horizon.

I am strongly committed to the belief that all children can meet the high standards of Goals 2000 if we provide them with the necessary resources. The proposed Title I reauthorization is based on the principle that all children, even our most disadvantaged, can succeed when expectations are high and the program content is challenging. The new bill provides schools nationwide with a means to carry out this commitment. The bill targets funds to the neediest children and provides the flexibility to direct dollars where they will do the most good.

It is encouraging that the Federal government is taking a leadership role in guiding this important effort to reform education nationwide. Under the proposed legislation, all levels of government will now cooperate in meeting the demanding standards of Goals 2000.

The proposed reauthorization of Title I complements the philosophy of the New York City Board of Education and builds on many successful initiatives already in place. I am most pleased with the bill's focus on total school reform, rather than piecemeal program implementation. New York City is currently a leader in the movement for site-based management, giving schools greater autonomy and flexibility to improve teaching and learning. I am also pleased that the bill recognizes the critical need for sustained, high-quality professional development and the involvement of parents as partners through school-parent compacts.

Most significantly, by targeting national resources to those children in greatest need, school districts will be better equipped to fulfill their moral mandate to prepare all children to meet high standards. At present, 290,000 disadvantaged students are eligible to receive services under Chapter 1, and only 237,000 are being served. This number will double with the passage of the new legislation. New York City's children will benefit in two additional ways: the proposed legislation calls for a nationwide increase in Title I funding and it provides us with greater flexibility in using these dollars effectively.

The increase in the nationwide appropriation for Title I affirms the seriousness of the bill's stated goal to provide a high-quality education to all children. This principle is further buttressed by the many provisions that encourage education for Title I children with all other children in a school, instead of perpetuating a remedial track focused on low-level skills.

The infusion of additional Federal dollars to New York City will be of great help in meeting the multiple needs of an increasingly poor student population, many of whom are newly arrived in this country and are non-English-speaking. Our system is currently experiencing the strain of meeting

BEST COPY AVAILABLE

these demands at a time of shrinking resources. This fiscal year, New York City's schools lost $57.8 million in federal funding due to the use for the first time of 1990 census data in Federal Chapter 1 allocations.

Our school system is responsible for the education of one million students, with an enrollment that continues to grow. With more than 138,000 immigrant students from 188 countries entering the New York City public schools over the last three years, growth in the immigrant population is a major contributing factor to overall enrollment growth.

Our students currently speak 120 different languages. Additionally, there are 128,000 students receiving special education services. The percentage of students who receive public assistance (40%), are eligible for free lunch (62%), and come from single parent families continues to increase. Our poorest children and their families are the most vulnerable to the violence, drugs and health problems that plague our poorest neighborhoods.

New York City's schools are sensitive to the needs of limited English proficient children and their families. In this regard, there are valuable recommendations in the new bill on Title I Reauthorization introduced by Bronx Congressman Jose E. Serrano that focus on the needs of this population. The particular strengths in that bill are the inclusion of limited English proficient students in all aspects of the Title I program, the support of preschool programs, the statement on parent empowerment, the integration of health and social services into the total school program, and the updating of census data every two years.

Despite the reductions in resources, we have been successful in restructuring services to accommodate the new and challenging needs of our students and providing expanded options in the delivery of services. For example, one school district in the Bronx has redesigned its program from a pull-out to an enriched in-class program, supported by more intensive staff development to improve teaching and learning.

New York City has the most extensive schoolwide projects initiative in the country. To date, 181 schools have taken advantage of the schoolwide projects provisions in the current Chapter 1 law to restructure educational programs for students. Our successful schoolwide programs build on the strengths of the whole school community, including parents, administrators, and teachers, to design a program that takes into account all the needs of the individual child.

In an exemplary program, children stay in the regular classroom, rather than being singled out for pull-out remedial instruction. They learn in personalized, small group settings. Children also participate in extended school day activities such as an "early risers" homework club and after-school reading, math and arts programs. Staff development is built into the total program and staff meets on a regular basis to assess children's progress and adapt the program as necessary to help each child succeed. Parents are an important part of the entire program, participate as volunteers and in after-school adult literacy and homework helper programs and receive information, whenever possible, in their primary language.

We have also developed innovative early childhood intervention initiatives with enriched services which provide a jump-start for success. For example, our Chapter 1-supported SuperStart prekindergarten program provides a warm, nurturing place for both children and their families. The children begin their day with a wonderful, nutritious breakfast, while their parents are working with social workers and family assistants to gain new skills in everything from parenting to learning English. After breakfast, the children are surrounded by books, art materials, a housekeeping corner, and musical instruments. These children are getting their first positive experience with school as they learn to make decisions, play in groups, interact with children and adults from many cultural backgrounds, and expand their understanding of

the world by exploring their communities and experimenting with language and mathematics concepts through music, storytelling and blocks. When the day is done, parents and children leave school looking forward to the next day when more new and exciting experiences await them.

New York City has also developed a wide spectrum of new secondary school programs, including educational option high schools and educational options within high schools, as well as an array of specialized high schools tailored to the diverse interests of our student population. Choice programs offer quality instructional programs in theme areas to attract participating students. Some of these schools, the New Visions schools, have been specially designed as laboratories for new types of instructional techniques, organizations, schedules, and activities.

As we implement new, high-quality instructional programs, we are simultaneously developing more adequate ways to measure what students know and can do. In response to a growing recognition of the limitations of standardized tests, we are developing performance-based assessment tools in reading and math. New York City has already implemented performance-based tasks in mathematics for all seventh graders as part of our citywide assessment system in mathematics. This year we are moving forward in this effort by implementing performance-based tasks for fifth graders.

As a system, we are also developing benchmarks to determine how well all of our children are progressing toward high standards and to assess how we can better serve them. This will be achieved by using systemwide data to identify successful programs, replicate them across the city, and eliminate those programs that are not succeeding.

I would like to highlight the elements in the bill submitted by the United States Department of Education that will best support our efforts in New York City to provide comprehensive, nurturing, high-quality instruction to all of our students.

We are in full agreement with the bill's focus on high standards, the same high standards, for all students. We also applaud the bill's emphasis on keeping children in their regular classrooms. It is our responsibility as educators to ensure that children targeted for Title I services receive the necessary supports to succeed in the mainstream in both education and future career opportunities.

The new legislation also recognizes that the achievement of an average student in a high-poverty school is lower than the achievement of Chapter 1 students in low-poverty schools. We applaud the principle of targeting Title I resources to the highest-poverty school districts and schools. The new allocation formula appropriately provides a higher proportion of Title I dollars through concentration grants, so that more resources can be channeled to the poorest schools. This provision demonstrates an awareness that obstacles to learning tend to be concentrated where poverty is concentrated. Without this additional support, it is unlikely that we can equip children in high-poverty schools to attain high standards and achieve national education goals.

The bill rightly places the locus of school reform at the school site itself, where the most informed decisions on instructional strategies can be made. It encourages schoolwide programs by lowering the poverty level at which a school can become eligible from 75% to 65% poverty in 1995, and then to 50% poverty in subsequent years.

This is particularly significant in New York City, where the cutoff for a Chapter 1 eligibility is presently at a poverty level of 62.23%. This means that virtually all of our Title I schools will become immediately eligible for school reform under the schoolwide programs provisions, allowing them the latitude to effectively coordinate resources for all students, one of the major goals of the bill.

BEST COPY AVAILABLE

With the expansion of schoolwide program eligibility, Title I can become the engine of school reform affecting all children in high-poverty schools. By allowing schools to integrate their programs, strategies and resources, Title I can leverage the upgrading of the instructional program, including sustained professional development and increased parent involvement. For children in high-poverty schools to meet high performance standards, the chances for success are greatly increased when their entire instructional program, not just a separate Title I program, is enhanced and improved.

The prescription for challenging performance standards for all students is reinforced by the new emphasis in non-schoolwide programs on instructional strategies that provide extended learning time, an accelerated, high-quality curriculum, coordination with the regular program, and intensive, sustained professional development. Our efforts to reach all disadvantaged children will be enhanced by the specific inclusion of children with limited English proficiency, the homeless, and children receiving services to overcome a disability. The new law will also allow Title I-funded personnel in non-schoolwide programs to participate in general professional development and school planning activities and to collaboratively teach with regular classroom teachers if participating children directly benefit. We also agree with the emphasis on assessments that do not rely exclusively on norm-referenced standardized tests.

The new bill appropriately supports comprehensive planning and the coordination of programs in new, more flexible ways to meet the unique needs of the students in an individual school. Under the new law, Title I services can be coordinated with other educational services, including those services a child may receive before entering school and after leaving it, as well as with health and social services, to the extent feasible.

We support the bill's focus on comprehensive and continuous planning at the state and local level, including the school site. All schools receiving Title I funds will now be required to submit plans that describe how schools will assist participating students to meet State-developed 'proficient' and "advanced' performance standards. We also support the ten-year planning process at the state and school level to be synchronized with the ten-year reauthorization of Title I. This emphasis on ongoing planning allows for the long-range strategic thinking and short-term adaptability that a truly effective plan requires.

The bill realistically provides mechanisms to assist schools to realize the goal of high standards for all children. These include a sound emphasis throughout the bill on intensive, sustained, high-quality professional development. Freedom and flexibility are also consistently linked with increased accountability. This is a fair and appropriate trade-off. The new parent compact will help to ensure meaningful parent involvement in their children's education and shared responsibility among the entire school staff, students, and parents for improved student achievement. The bill rewards successful programs and provides a means of assistance and support to schools that are not making adequate progress. All of these provisions will give teeth to the bill and help ensure the realization of its impressive goals.

The proposed federal legislation strengthens the state-administered Even Start Family Literacy Program in its targeting of services to families most in need and extending eligibility for this intergenerational literacy program to teen parents. Additionally, to promote parents as partners in their children's education, Title I can now fund literacy training that is not otherwise available from other sources.

Other parts of the federal legislative program that will benefit students in New York City include the simplification of the categories of funding in the Title VII (Bilingual Education Act) program, the streamlining of the Technical Assistance Centers, and the reconfiguration of the Safe and Drug-Free Schools and Communities Act. These provisions will allow our schools to coordinate programs and to better direct resources to where needs are greatest.

While we support the principles of the proposed Title I reauthorization bill, we would also like to take this opportunity to identify our concerns based on our initial review of the legislation. We wholeheartedly support the educational reform agenda put forth in the bill, but have reservations about making Title I the vehicle of reform through proposed additional funding with no guarantee of additional funding. Without additional funds we cannot meet proposed new mandates, such as two required health screenings in high-poverty elementary schools, the doubling of the required hours of instruction for neglected and delinquent youth, new staff development requirements and the emphasis on mentoring and career and college preparation for students above grade 6. While we support these initiatives, if additional funding sufficient to meet the mandates is not provided, the new requirements will result in a diminution of other instructional services in order to comply.

The proposed change in school eligibility solely based on poverty is one we support. However, a preliminary analysis of this change, assuming no new funding, suggests that the implementation of this change in New York City would cause some high poverty schools currently serving large numbers of low-achieving students to lose as much as 25% of their current allocation. Since we currently allocate dollars only for children in the lowest quartile of academic performance, the proposed formula would result in a doubling of eligible students and a shift of dollar from lower achieving schools to higher achieving schools. While we remain strongly in favor of the premise of allocating funds to schools solely on the basis of poverty, a transitional period or school-based hold harmless provision would allow for the gradual introduction of the new criterion to avoid the sudden loss of funds and services to individual schools.

Under the current law, comparability is measured based on the allocation of staff to schools—not on per pupil expenditures as proposed in the new legislation. The proposed change would require a redistribution of staff among schools so that higher salaried, more experienced teachers are assigned to Title 1 schools. A period of transition would be required to allow us time to make the changes necessary to redistribute teaching staff and meet the new comparability standard.

In addition, we need clarification regarding the requirement that "...the per-pupil amount of funds allocated to each school attendance area or each school be at least 80 percent of the per-pupil amount of funds received by the Local Education Agency (LEA)...". The intention appears to be to ensure that at least 80% of the funds received by the LEA is allocated to schools. However, the standard against which we would be measured is based on the census count of poor pupils, while the allocation to schools would be based on local measures such as free lunch counts. The provision should simplify the intent as well as the computation used to measure compliance.

The bill puts a heavy emphasis on new state roles in setting standards, developing assessment instruments and providing technical assistance. While we support these activities in principle, there are many unanswered questions on how these new responsibilities will actually be carried out. There is also a lack of definition on what constitutes high-quality instruction and high-quality student assessments and how these provisions will be translated into regulations. Of major concern is the latitude given to State Education Agencies (SEA) for corrective action. The allowable actions appear to exceed those defined under State law. Moreover, the provision allows non-compliant LEAs to be abolished, restructured, or taken over by the very agencies who, through inequitable and inadequate funding formulas, may be responsible for the LEA's inability to meet programmatic standards and requirements. New York City, like other cities across the country, have filed suit against the State to remedy these inequities.

We do not support the proposed integration of Chapter 2 into a transformed Dwight D. Eisenhower Professional Development Program. The national education agenda should promote the mathematics and science

BEST COPY AVAILABLE

education provisions of the current Eisenhower program, not gut the one available funding source that covers math and science education and technology. These funds must continue to be focused on improving instruction and supporting professional development in these areas.

Additionally, the bill does not take into consideration differences in the cost of living nationwide. There should be some latitude for regional adjustments in determining the poverty cutoff. Nor does the bill sufficiently account for differences in the cost of providing education services in different areas of the country.

Lastly, the continued use of geographic area to define school attendance zones makes the identification of eligible schools extremely difficult as we implement school choice programs for children and their families. Indeed, given our open admissions policy at the high school level and the availability of mass transit which allows students to travel all over the City to attend school, this provision currently makes the determination of high school eligibility extremely difficult. Since many of our students do not submit forms for free or reduced lunch, funds are often not channeled to high schools of choice that are not located in high-poverty neighborhoods but serve large numbers of poor students. Alternatives which better accommodate school choice must be considered.

These concerns are far outweighed by our strong conviction that this legislation holds great promise for disadvantaged students in our city and our country. The urgent need for educational reform presents us with both challenges and opportunities. We are pleased that the federal government has accepted the challenge and assumed a leadership role in this effort.

We cannot relegate our poor and disadvantaged children to a secondary and inferior tier of education from which they may never emerge. If we are to break the iron cycle of poverty in this country, all children must be given the opportunity to succeed. The legislation before us today is a very important step toward reaching that goal. For the future benefit of our children and our nation, I request your support of this bill, along with your consideration of the issues we have raised.

BEST COPY AVAILABLE

Mr. ENGEL. I'd like to call on my colleagues for questions. Mr. Payne?

Mr. PAYNE. Thank you very much. It's really a pleasure for me to have the opportunity to meet you, Chancellor. I certainly felt that your testimony was very thorough and I will certainly go over it again. And I believe that a number of your suggestions were excellent.

We asked earlier, the representative from the teacher's organization, a question about funding for poorer districts. Whereas, in New Jersey we had a rough and tumble battle with the Governor attempting to shift some of the educational funds to the poorer districts.

Although, interestingly enough, it was something that he felt was the right thing to do, he said they'd have to raise some taxes. And those are two things that are no-no's. But it shows that if you stand up for conviction and even though people don't like things, sometimes they understand when you're doing the right thing and begrudgingly will accept it.

Have there been any thoughts about shifting, or reallocating, or making more money available to poorer districts within your district, your overall district? Because reading Jonathan Kozol's book, "Savage Inequalities," he refers to schools in New York in your system, and I just wonder what your position is on that?

Mr. CORTINES. Certainly we are taking that into consideration, because I think that it is fine for some schools that are being served, but there are schools where there are children that we cannot just ignore, that they need those kinds of services. And we are increasingly getting those students.

It is not that they are not talented, it is not that they do not have the potential, but they must have the kinds of resources, both dollars, and personnel, and equipment, technology, et cetera. And I think that that has got to be a priority as we work to get our equal share from Albany, of the State aid.

Also, I believe it needs to be targeted so that we meet the needs of these students and that we rescue more of them, rather than using the strawman, "Well, we've only got so many dollars and we just can't serve those kids." I mean we just cannot be guilty of that. So we're looking at that. Do we have a plan at this time? The answer is, no. But we are aware of that, and we are not going to ignore them.

Mr. PAYNE. That's great. Because in line with that thinking, there is also a number of us on the Education and Labor Committee that had been looking at the Opportunity to Learn. Congressman Engel supports that.

Although as I've indicated earlier there's a move towards national testing, and the President of the Teacher's Union indicated that it's not national testing but's it's on a statewide basis, which is true—but there are people in the Congress who want to see a national test.

My question to her was that the youngsters are being victimized twice in some instances, if, in fact, they're given a test when they've never had the opportunity to be prepared for that, and, secondly, victimized by virtue of failing. And, I wonder what is your position on the Opportunity to Learn question?

Mr. CORTINES. Well, as some of you know, I was a part of developing the Opportunity to Learn and the Goals. I feel that it's a good concept, but if the resources are not there to help children, that's a very, very empty term. And what we are talking about is really creating a level playing field. The children may have the potential but because of circumstances beyond their control they need maybe a longer day, they need enrichment, they need a supplemental kind of program, they need additional people, and those, indeed, are the opportunity to learn.

It's one thing to say it, and it's one thing to provide the resources to put it into place. And I think that it is not fair, if the resources do not go along with the opportunity to learn, to even talk about it. It may be a good concept, but if we do not have the resources to help those children, to create that level playing field, let's not put another label of defeat on those particular children.

I do think that the system itself has a responsibility to identify the needs of those particular children. We need to make sure that there is a core curriculum. I'm not saying that every child needs to be on the same page, in the same book, on the same day, but I do believe that there are certain things that all children—a body of information, skills that they need to be held accountable for—that all first graders, that all third graders, that all fifth graders should come in contact with.

And to do that, that means we're going to need a little more because that's what the Opportunity to Learn resources are, to create that level playing field.

Mr. PAYNE. Thank you very much. And thank you Mr. Engel for inviting me here. I have to get back to another engagement, but I appreciate this outstanding hearing, and it's a pleasure to meet you Mr. Chancellor.

Mr. ENGEL. Okay, thank you. Mr. Manton?

Mr. MANTON. Thank you. Again I must point out to Mr. Cortines that I'm not a member of the Education and Labor Committee, but the Chairman was kind enough to invite some of us who are in the New York City delegation to be here. And it's a pleasure to—I believe this is the first time I've had an opportunity, really, to be face to face with you.

My question is in relation to your testimony about redistribution of teaching staff where the more experienced teachers are assigned to Title I schools, and I think that's obviously a great idea. How does that fit with some union prerogatives, seniority and so forth?

Mr. CORTINES. Well, I think that's the reason you heard me in the testimony not say that's an absolute. While I believe and feel very strongly that there should be equity among the type of teachers that are assigned, that is something that has to be worked out with the Union and discussed with them. While it is suggested in the legislation or stated, it is not something that can automatically happen here.

But I believe that the Teachers Union, based on my initial month and a half of dealing with them, are willing to sit and talk and address the issues to improve the education, especially for our neediest children. That is a difficult issue, and will be, but it is one that we will discuss with the Union. I want to make it clear, that just

being a seasoned or a long-term teacher is not automatically the best.

I think that some of us believe that there needs to be a cadre of people, that we need to be looking at the resources, the types of skills and knowledge that various teachers have: new teachers, seasoned teachers, teachers that have specific special skills, and develop a cadre approach to provide for the needs of students.

It's a difficult one, but I think we have to address it. I think that our Title I schools, some of our poorest children can no longer—we cannot allow them to be the revolving door schools.

Mr. MANTON. Thank you Mr. Chancellor, I look forward to working with you.

Mr. ENGEL. Mr. Owens?

Mr. OWENS. Thank you very much, Mr. Chancellor, and I want to congratulate you on your new position in the State. When you were kind enough to call me, I told you, "Congratulations, you have my sympathy." Congratulations, you have a great deal of demands on you, and I'm sure that you've been here long enough to know exactly what we mean when we say that.

I think that your call to me indicted that you recognized your need to work in partnership with all of us who are responsible for education. And I look forward to a strong working relationship with you. We need all the help we can get. And we need to work together as much as necessary to try to make something positive happen in our schools.

I apologize for not being here when you entered, hearing your testimony begin, but I was outside on the phone in my car dealing with a situation related to a school in my district, a school that you're familiar with, P.S. 156. The parents have gathered there this morning, and some of the parents said that they will not let their kids be transferred out, although you have decided to close the school.

I think that was a correct decision. The school has been deteriorating for some time, long before the asbestos crisis raised its head, I knew of horrible things in connection with the condition of that school building.

Now we don't want to see the funds in the Elementary and Secondary Education Act devoted to construction. We don't think the capacity is there, you use up funds quite rapidly. There's a need for some other kind of action from the Federal Government. That's where the money is.

Only the Federal Government has the kinds of resources necessary to take on the overhauling of our schools, so that the physical environment—the first requirement in the opportunity to learn ought to be that each child goes into an environment that is as pleasant as this school, as pleasant as this auditorium, that there is at least a message being communicated to a youngster that we care about you.

The P.S. 156 auditorium, as you know, is quite different from the drapes, to the peeling of the walls and the ceiling, you know, on and on it goes. The school needed to be closed.

My question is, have you thought of asking for help from the Federal Government, in some form, to help combat the current asbestos emergency?

After asbestos comes lead. We haven't dealt with lead. But these are physical things which are very well-established by scientific evidence to be harmful to youngsters. And we know about it and we're letting it continue. And it is as important as relief for a flood, or relief for an earthquake, and there ought to be some way we can make an appeal for immediate Federal help to deal with the emergency.

Mr. CORTINES. The answer is, yes. As you know, the school system has not had a presence in Washington for some time. I believe, that the largest school system in the Nation has to have a presence there, and we have to make known the kinds of issues, because this is not just a New York City issue. The issue of asbestos, the issue of lead, the issue of old buildings is not just a New York system issue. It is a national issue and not just urban school districts, and we need to look at that.

We are discussing that. I do not have a specific plan, but we are working on that. And I do believe that the Federal Government has to be involved in helping us with this information.

For example, if we get the allocation for this particular program, we could not in many of our schools, without rewiring them, have the opportunity for technology because the buildings are so old that it would blow the fuses every 10 minutes just plugging in the computers

So, some of the things, you are correct, that we need to improve the environment for learning and teaching, or this money is not going to be used correctly. You're going to hear from us, and a great many other people are in Washington, as it relates to some of the physical needs that we have in this system and other urban systems across the Nation.

Mr. OWENS. I don't want to belabor the point, but I do want you to know I've made some preliminary inquiries in terms of emergency aid. One of the things that, of course, immediately comes back to me is that we gave aid in 1986, the 1986 Act, and you had funds to do the survey. What guarantees do we have that more Federal aid will not be misused and abused as that was in that case, at least in terms of what happened with that contract?

Are you taking steps to make certain that the oversight will be there from your office, and from the Board of Education to avoid the kind of debacles that we encountered in connection with that contract and what happened afterwards?

Mr. CORTINES. The answer is, yes. I'm releasing a report in the next 10 days, that has not been released before in years in the New York system, that talks about how we use our maintenance dollars, how we use our capital dollars. Generally they have been used well, but there has never been enough.

Secondly, I said that there should be an oversight committee for this, not paid, but that meets and reports to the community, not beholden to a Chancellor, or a Board of Education, or anyone, but beholden to the citizens and the children of this system. I believe that's extremely important, that if we're going to ask for additional funds, that we need to improve what people believe is the integrity of how the dollars are spent.

Mr. OWENS. You're making that announcement today or you've made it already? An oversight committee will be established, or——

Mr. CORTINES. In my recommendation for a request for additional funds, I'm saying that oversight committee needs to be there. I think that the credibility can only improve and increase through that kind of committee.

But I first am going to share with you just how we have spent the money that we were given last year, and how we have spent it the first quarter this year. And I think it will put in perspective that there is just not enough money.

Mr. OWENS. Mr. Chancellor, that's a welcome move, it's a bold move, I congratulate you on it. And I assure you you'll have our full cooperation in whatever you do in that direction. Thank you very much.

Mr. ENGEL. Thank you. Mr. Chancellor, I listened to your testimony very, very carefully. I really want to commend you for a number of the points you made. The fact of the matter is that you're right on the money when you say that it's all well and good to have educational reform, and all well and good to make a new Title I the vehicle of reform, but if there is no guarantee of additional funding, additional mandates on local communities are just not what Congress ought to be doing.

And I'm sure you were aware that Congressman Owens and I, as the two representatives on the Education and Labor Committee from New York, have argued very vociferously on the committee and in the halls of Congress, for additional funding for New York and New York City.

We believe, first of all, that we were terribly shortchanged in the census count. And so we're really being hurt from that point of view. They tell us that the percentage is a ratio to the population of the rest of the country. New York has become a smaller percentage than we were, we lost three congressional seats during last year's redistricting

The fact of the matter is that we have more of a problem than in the past. Therefore, to diminish the funds is just terrible. As you know, the President's economic stimulus packages contained a hold-harmless for Chapter 1 funding. But, unfortunately, the provision and package was blocked in the Senate.

However, under the administration's education proposal, which targets Chapter 1 funding to those local education agencies with the greatest number of children and the highest poverty levels, New York City would see an increase of approximately $70 million. Where would you see that money being used? You mentioned a lot of different things in your testimony, but if you could give us one or two areas where you see that additional funding being used, I'd be most grateful.

Mr. CORTINES. Well, I think that it was brought up that I want to make sure that all of the children that are in the poverty level are covered. But I think the issue of professional development, I think the issue of technology, I think the issue of, where appropriate, additional time.

For example, I have a mathematician that told me that all children could learn math with one minute more, for some it's 10 min-

utes, for some it's 20, for some it's a half hour. I think for those children of need, we need to provide the resources so they indeed can be successful. I think those are four of the areas that I would look at.

Mr. ENGEL. You also made a point in your testimony that the bill, as currently constituted, does not take into consideration differences in cost-of-living.

Mr. CORTINES. That's right.

Mr. ENGEL. Additionally, the bill doesn't sufficiently account for differences in the cost of providing education services in different areas of the country. The fact that the poverty level in New York City is higher, and the cost-of-living in New York City is higher than most regions of the country, are very, very important points. I know that Major Owens and I have been making those arguments in Washington.

The frustration on the Federal level is that—and Congressman Manton, too, has been making this argument for all allocations—there is no differentiation, by and large, in the standard cost-of-living levels as they vary in different regions of the country on the Federal level. But I think there is no more glaring inequity then when we're talking about education funding. So I think Chancellor Cortines made a very, very important point.

In terms of the asbestos problem, we have tried to get the President to allocate additional funds. I have personally spoken with the President to try to achieve this. As Representative Owens pointed out, when there is a natural disaster, such as a hurricane or a flood, the Federal Government rushes to provide relief.

We regard the asbestos problem or the lead problem in the schools, as nothing short of that kind of a problem, and believe very strongly that the Federal Government ought to be there as well. I wanted to raise those points.

And I want to ask you, there have been some proposals floating around that perhaps the City Board of Education is too large, that it ought to be divided into borough boards of education. I was wondering if you had any views on those proposals?

Mr. CORTINES. Let me say, I'm not going to touch that one.

Mr. ENGEL. I didn't think you would, but I thought I'd ask.

Mr. CORTINES. But I do want you to know that I have already been moving, and we are planning to decentralize some of the services to put them closer to where children and teachers and the school community are. I do believe that there are services and issues that we are dealing with that belong in the community school district, that belong directly in school. I think that you're probably always going to need some sort of central administration.

But we do need to strengthen the authority, and responsibility, and accountability of the local school district, community school district, et cetera. So, I do believe that we should be moving some of that where appropriate, and we're in the process of doing that.

And we are also in the process of looking at how the dollars are spent centrally, to make sure that they benefit the function of what goes on with children in the school. And we will, we will continue the downsizing that Dr. Fernandez was engaged in at P.S. 110 Livingston.

Mr. ENGEL. You know when I was a classroom teacher many, many moons ago, 20 years ago or more, I remember that we were allowed to order books for our classroom. And when I had mentioned that we didn't need books because we had enough, we had two or three sets that we weren't using, we were told to order them or else we would lose the authority, lose the allocation.

We knew if we could have taken that allocation there were other things we could have used it for, but we knew that if we did not reorder books we could lose it to someone else. I know that it's those types of things that are going to frustrate you in the coming years.

But I feel very convinced just watching you in the short time that you've been here in New York, that you are going to be a very great Chancellor, one who works with the communities, one who works with the elected officials, and one who moves quickly toward action.

I mentioned before about the asbestos problem in P.S. 83 in this district. I just want to repeat that, the way that you moved so quickly at my request, really impressed me and made me a believer.

So I wish you the best of luck, and you'll always have my support. I look forward to working closely with you. Thank you.

Our next panel will have three representatives. I would again, ask everyone to please summarize their testimony in five minutes. They can submit their entire testimony, and it will be part of the official record.

I would like to introduce on the second panel on behalf of Commissioner Thomas Sobal, with the New York State Education Department, we have Mr. Samuel Corsi, who's the Assistant Commissioner for Nonpublic School Services, New York State Education Department.

We also have Ms. Linda Kelly, Superintendent of the City School District of New Rochelle. And I might say, a large portion of New Rochelle is also in my Congressional District, so I look forward to hearing from Ms. Kelly. I think that she will present a unique point of view, representing a suburban school district that does have some of the same problems as the New York City school districts.

And finally, Mr. Joseph Kovaly, who is the Superintendent of Community School District 11, which is the district in which we are located. As I mentioned before, Mr. Kovaly was very essential in the school's running of this hearing, in providing us with this school, and working very closely with my committee. I appreciate that.

I want to welcome the three of you to the subcommittee hearing this morning. And let me repeat, your entire testimony will be officially submitted into the record, when the final record is printed. Let me just ask you to summarize your testimony in about five minutes, and then we'll ask questions. Let me start with Mr. Corsi.

STATEMENTS OF SAMUEL CORSI, ASSISTANT COMMISSIONER FOR NONPUBLIC SCHOOL SERVICES, NEW YORK STATE EDUCATION DEPARTMENT, ON BEHALF OF THOMAS SOBOL, NEW YORK STATE COMMISSIONER OF EDUCATION; LINDA KELLY, SUPERINTENDENT, CITY SCHOOL DISTRICT OF NEW ROCHELLE; AND JOSEPH KOVALY, SUPERINTENDENT, COMMUNITY SCHOOL DISTRICT 11

Mr. CORSI. Thank you Mr. Chair, members of the subcommittee. On behalf of Commissioner Thomas Sobol, the staff of the New York State Education Department, I am pleased to have the opportunity to present our views on the proposed Reauthorization of the Elementary and Secondary Education Act: "Improving America's Schools Act of 1993."

In our judgment, the proposed legislation is a comprehensive and well-conceived approach that is responsive to the needs of our schools in New York State. In particular, the new Title I would support and enhance our systematic reform initiative in New York State called the New Compact for Learning.

There are many key provisions of this Act, which are identified in my testimony, which we want to support in total. First is the establishment of the role of the State for developing and implementing high-quality contents and performance standards for all children, and replacing existing testing requirements with new State assessments that are aligned with the State's high standard requirements.

Secondly, as has been testified to before, expanding the schoolwide program approach by lowering the current eligibility requirement of 75 percent of students in poverty to 65 percent, and then 50 percent over a three-year period. Perhaps it's prophetic that you're having a subcommittee hearing in New York City, because from the State's perspective, there has been no place in this State that has done a better job of using that component of the 1988 reauthorization, which spawned schoolwide projects, to use it for school-based reform, than here in New York City. They've done an outstanding job.

Third, we commend the decentralized planning and decisionmaking section to increase the responsibility and authority of individual schools. Fourth, expanding and clarifying the role of parents in promoting recognition of the needs for parents and schools to develop a partnership is very important.

Fifth, allocating funds to buildings based upon the number of poor children in the building rather than the number of educationally deprived children in the building, to eliminate the current system of rewarding buildings that do poorly while simultaneously penalizing those who succeed, we feel is vitally important.

Next, establishing a State system of school support teams to provide technical assistance and support to schools implementing schoolwide programs. In addition, establishing a State Corps of Distinguished Educators to assist those schools farthest from meeting State standards.

Continuing the recognition of the need for earlier intervention and family support through the innovative Even Start program.

Providing equitable participation of eligible students attending nonpublic schools continues to be a feature which we heartily support. Particularly in light what's occurred since the Felton decision.

And finally, we want to continue to support the recognition of special needs of migratory children, and neglected and delinquent youth.

While the new Title I provides the core and, by far, the greatest financial support within the revised ESEA, the remaining Titles II through IX provide critical assistance to States and local school districts in achieving improved educational outcomes. In particular, we fully support and endorse the critical need for comprehensive and sustained staff development embodied in the new Title II: "Improving Teaching and Learning."

The proposed Title III: "Expanding Opportunities for Learning," recognizes in Part A the key role of technology in schools. And the proposed Part E of Title III: "Arts in Education," recognizes the significant role that the arts can play in achieving excellent education and effective reform.

However, we believe that H.R. 2933: "The Community Arts Partnership Act of 1993," introduced by Representative Engel, provides a more targeted, and in our judgment, a more effective approach to integrating arts education into the school reform initiatives in the ESEA.

Mr. Engel's bill, for example, directly ties arts education with the educational need of at-risk youths, while simultaneously promoting greater collaboration of school and cultural resources in the community, as well as increased parental involvement.

We endorse and support Titles IV, V, and VII pertaining to drug-free schools and communities, promoting equity, including magnet school assistance, and meeting the needs of limited-English proficient students through bilingual education programs.

We are strongly in favor of and fully support the revised Title VI that strengthened the roles of State and local educational agencies in meeting the unique educational needs of American Indians and Alaskan natives. In particular, Title VI, as proposed, is totally consistent with New York State reform effort called "A New Compact for Learning" and with the national education goals.

Under the proposal, the State, in collaboration with local educational agencies and native tribal and community members, will be able to increase its leadership role in the provision of planning and technical assistance, involvement of Indian parents in local education reform, and provision of preservice training.

And while we support the majority of the educational reform initiatives, as I've just outlined, contained in the reauthorization, we do have some substantial areas of concern which we wish to bring before this subcommittee.

First, we believe that the administration's proposal to increase the current Chapter 1 funding from $6.3 billion in fiscal year 1994 to $7 billion in 1995 is wholly inadequate to achieve the far-reaching reforms envisioned in the new Title I. In particular, increased State and local school district responsibilities for assisting individual school buildings in systemic reform are not matched with additional resources for these efforts.

Second, the administration's proposal to shift approximately $500 million from rural and suburban areas with lower concentrations of low-income children, to areas with the highest number of low-income children, will substantially reduce or eliminate effective services for the large number of children in need.

While we fully support the objective of more concentration of resources in schools with the greatest need, we do object to that being met at the expense of other children in the State in need. In New York State, preliminary estimates indicate that 50 out of 62 counties, including some 85 to 90 percent of school districts, will lose substantial amounts of funding.

At a minimum, we recommend that adequate funding be provided to continue level funding for affected counties and districts, while simultaneously addressing the need for greater resources in those buildings with a greater concentration of poverty.

Third, we are most concerned that the problems experienced by a majority of States in the past year, because of the use of decennial census data, are not adequately addressed in the proposed bill. Because of the shift in population between 1980 and 1990, New York State lost over $90 million between 1992 and 1993. We recommend that serious consideration be given to replacing census data with Current Population Survey (CPS) data for allocations to States, and then States using their best available in-State data for allocations to school districts.

Fourth, while we fully support the need for comprehensive staff development contained in the new Title II, we strongly object to elimination of the current Chapter 2 block grant. Elimination of Chapter 2 will leave a significant gap in the availability of flexible funding for systemic improvements at the State and local levels, such as development of curriculum and assessment frameworks, learning technologies, and other areas currently supported with Chapter 2.

Fifth, and finally. While there is a substantial need for in-service and staff development, as contained in the new Title II, there is also a great need for preservice training. The new Title II does not address the persistent teacher supply problem which exists in large urban areas such as New York City. For example, in the school year 1992 to 1993 in New York City, data show that almost 4,000 new teachers without prior service were hired. And that only approximately 1,400, or 36 percent of them, were fully licensed and certified.

The new Title II would decrease the share of funds for higher education institutions. There is a need for State-level program development with appropriate funding to address this shortage of qualified teachers. Thank you very much.

Mr. ENGEL. Thank you. Ms. Kelly?

[The prepared statement of Mr. Sobol follows:]

Thomas Sobol
New York State Commissioner of Education

On behalf of Commissioner Thomas Sobol and staff of the New York State Education Department, I am pleased to have the opportunity to provide our views on the proposed Reauthorization of the Elementary and Secondary Education Act: "Improving America's Schools Act of 1993."

In our judgment, the proposed legislation is a comprehensive and well-conceived approach that is responsive to the needs in our schools. The new Title I: "Helping Children in Need Meet High Standards," would support and enhance our systemic reform initiatives in New York State. Key provisions which we fully support and which we recommend be adopted include the following:

- Establishing the role of the State for developing and implementing high-quality content and performance standards for all children, and replacing existing testing requirements with new State assessments that are aligned with the State's high standards.

- Expanding the schoolwide program approach by lowering the current eligibility requirement of 75 percent of students in poverty to 65 percent, and then 50 percent over a three-year period.

- Decentralizing planning and decisionmaking to increase the responsibility and authority of individual schools in determining the needs of the school and of the students in the school as well as determining how to use funds to meet those needs.

- Expanding and clarifying the role of parents and promoting recognition of the needs for parents and schools to develop a partnership and ongoing dialogue around children's achievement.

- Allocating funds to buildings based upon the number of poor children in the building rather than the number of educationally deprived children in the building to eliminate the current system of rewarding buildings that do poorly while simultaneously penalizing those that succeed.

- Establishing a State system of school support teams to provide technical assistance and support to schools implementing schoolwide programs and establishing a State Corps of Distinguished Educators to assist those schools farthest from meeting State standards.

- Continuing the recognition of the need for early intervention and family support through the innovative Even Start program.

- Providing for equitable participation of eligible children attending nonpublic schools and providing funds for capital expenses incurred because of the Felton decision.

- Continuing the recognition of special needs of migratory children and neglected and delinquent youth.

While the new Title I provides the core and, by far, the greatest financial support within the revised ESEA, the remaining Titles II through IX provide critical assistance to states and local school districts in achieving improved educational outcomes. In particular, we fully support and endorse the critical need for comprehensive and sustained staff development embodied in the new Title II: "Improving Teaching and Learning." The proposed Title III: "Expanding Opportunities for Learning," recognizes in Part A the key

role of technology in schools. The proposed Part E of Title III: "Arts in Education," recognizes the significant role that the arts can play in achieving excellent education and effective school reform. However, we believe that H.R. 2933: "The Community Arts Partnership Act of 1993," introduced by Representative Engel provides a more targeted, and in our judgment, a more effective approach to integrating arts education in to the school reform initiatives in the ESEA. Mr. Engel's bill, for example, directly ties arts education with the educational needs of at-risk youth while simultaneously promoting greater collaboration of school and cultural resources in the community as well as increased parental involvement.

We endorse and support Titles IV, V, and VII pertaining to Drug-Free Schools and Communities, Promoting Equity including Magnet School Assistance, and meeting the needs of limited-English proficient students through bilingual education programs.

We are strongly in favor of and fully support the revised Title VI that strengthens the roles of State and local educational agencies in meeting the unique educational needs of American Indians and Alaska Natives. Title VI, as proposed, is totally consistent with New York State reform initiatives in A New Compact for Learning and with the national education goals. Under the proposal, the State, in collaboration with local educational agencies and native tribal and community members, will be able to increase its leadership role in the provision of planning and technical assistance, involvement of Indian parents in local educational reforms, and provision of preservice training.

While we support the majority of educational reform initiatives contained in the ESEA Reauthorization, we have substantial areas of concern which we wish to bring before this Subcommittee.

First, we believe that the Administration's proposal to increase the current Chapter 1 funding from $6.3 billion in Fiscal Year 1994 to $7.0 billion in 1995 is wholly inadequate to achieve the far-reaching reforms envisioned in the new Title I. In particular, increased State and local school district responsibilities for assisting individual school buildings in systemic reform are not matched with additional resources for those efforts.

Second, the Administration's proposal to shift approximately $500 million from rural and suburban areas with lower concentrations of low-income children to areas with the highest number of low-income children will substantially reduce or eliminate effective services for large numbers of children in need. While we fully support the objective of more concentration of resources in schools with the greatest need, we object to that being met at the expense of other children in need. In New York State, preliminary estimates indicate that 50 out of 62 counties, including some 85-90 percent of school districts, will lose substantial amounts of funding. At a minimum, we recommend that adequate funding be provided to continue level funding for affected counties and districts while simultaneously addressing the need for greater resources in those buildings with greater concentrations of poverty.

Third, we are most concerned that the problems experienced by a majority of states in the past year because of the use of decennial census data are not adequately addressed in the proposed bill. Because of the shift in population between 1980 and 1990, New York State lost over $90 million between 1992 and 1993. We recommend that serious consideration be given to replacing census data with Current Population Survey (CPS) data for allocations to states, and then states using the best available in-state data for allocations to school districts.

Fourth, while we fully support the need for comprehensive staff development contained in the new Title II, we strongly object to elimination of the current Chapter 2 block grant. Elimination of Chapter 2 will leave a significant gap in the availability of flexible funding for systemic improvements at the state and local levels such as development of curriculum and assessment frameworks, learning technologies, and other areas currently supported with Chapter 2 funds.

Fifth, while there is a substantial need for inservice training and staff development as contained in the new Title II, there is also a great need for preservice training. The new Title II does not address the persistent teacher supply problem which exists in large urban areas such as New York City where there is a persistent shortage of teachers. For example, in school year 1992-93 in New York City, data show that 3,993 new teachers without prior service were hired and that only 1,430, or 36 percent, were fully licensed and certified. Moreover, the higher education system in New York City graduates approximately 1,450 undergraduates yearly while the city schools need 2,000-3,000 newly certified candidates on an annual basis. The new Title II would decrease the share of funds for higher education institutions. There is a need for state level program development with appropriate funding to address shortages of qualified teachers.

Thank you for the opportunity to offer our recommendations and our concerns on the ESEA Reauthorization proposal. The attached addresses additional items within each of the Titles of the legislative proposal.

Attachment

Concerns and Recommendations of the
New York State Education Department
on the Administration's proposed ESEA Reauthorization:

IMPROVING AMERICA'S SCHOOLS ACT OF 1993
October 1993

Title I - Helping Children in Need Meet High Standards

Part A - High Poverty Schools

Concerns:

o Section 1111 mandates that the Secretary "establish a peer review process to assist in the review and revision of State plans." It is unclear who would serve as peers in the process and who would select them. While the Regents do not object to a process to share information and practices among states, the concern is that a national panel will not understand that the plan has undergone detailed input and scrutiny among interested parties in the state who contribute to the consensus in developing the plan. A national peer review process that may "revise" a carefully crafted state plan seems at odds with the attempt at local input.

o Provisions dealing with State oversight of LEAs mandate that if the LEA fails to make adequate progress, the SEA must institute corrective action, including appointing a receiver to administer the district or make changes in district personnel. This direction poses political and legal questions in each state. Language is needed to allow the state to intervene within the framework of their political and legal boundaries. (Section 1118(d))

o The bill requires that Title I funds be used as the payer of last resort for health screenings for elementary school children. Although the Regents support this policy, there is a strong concern that the provision could drain significant resources from the Title I program. It is also unclear as to who the payer would be if health problems were detected as a result of the screenings.

o The bill establishes SEA use of "school support teams" to assist schools, which is consistent with our organization under recently implemented state reforms. However, the bill is not clear as to how the use of support teams and distinguished educators are integrated with SEA school improvement activities.

o In Section 1111 on assessments, it is unclear what are reasonable and differing increments of progress in a single content area that may be expected of different buildings with different demographics. What parameters should SEAs consider in developing the state plan in this area?

o Disaggregations of individual pupil data are required by Section 1111(b)(3)(F) for "educationally meaningful categories" of children, with no further definition of how data should be reported (schoolwide, targeted, gender, grade, race, LEP, disability, migrant, homeless, etc.?). In addition, the requirement for periodic auditing of achievement suggests that LEAs and SEAs have access to individual student scores. Should annually updated achievement data be placed in regional repositories?

o Accountability reporting provisions and responsibilities are insufficiently described both for the several publics beyond a building's attendance area and for typical USED audit purposes.

o The coordination of services encouraged under the bill should include employment

and training programs as well as education, health, and social service programs, to the extent feasible.

o Section 1116, regarding parental involvement, should include language that provides for meetings with parents at the most flexible and convenient times for them, and include annual home-based visits where feasible.

Part B - Even Start

o Section 1202 would revise the definition of "eligible entity" to be a partnership of both an LEA and a CBO, public agency, higher education institution, or other public or private nonprofit group. The change is intended to improve linkages between schools and communities. However, the change makes it unclear as to who would be the actual recipient of the grant for administration purposes.

o Section 1208 suggests that the SEA appointed review panel will "approve applications," which is a change from current law and calls into question whether the review panel is given authority over the SEA to actually be the final arbiter in approving Even Start applications. The review panel has worked well under current law in simply reviewing applications, and it would be inappropriate to expand the role of the panel over the SEA without justification.

Part C - Migrant Education

o Section 1304(e)(2) should be changed to allow for eligibility for migrant services for 36 months for a one year transition period.

o The migrant section should be amended to explicitly include serving migratory students with disabilities.

o The proposed legislation does not provide for secondary school students who were eligible for service in secondary schools to continue to be served through credit accrual programs through graduation. We recommend adding a new section (3) in Section 1304, subsection (e) to provide that "Secondary school students who were eligible for service in secondary school may continue to be served through credit accrual programs until graduation."

o Many summer programs are more costly because of enriched services for youth. Section 1303(e) should require the Secretary to take into account cost of different models in the development of a summer formula.

Part D - Education of Neglected and Delinquent Youth

o The proposal doubles the number of hours from 10 to 20 per week in which a student must be enrolled in a state-supported education program. This would have a serious impact on the adult correctional institutions in New York State which currently provides 15-hour blocks per week for every education, training, and rehabilitation program. The change would have a major impact on other rehabilitative programs such as Substance Abuse Treatment, which also has mandates regarding hours and participation. It is recommended that the 20-hour requirement be reduced to 15 hours for adult correctional institutions.

o The evaluation requirements in Section 1409(a) are difficult to implement for Chapter 1 participants released from an adult correctional facility. The State agency has no procedures or authority, for example, to follow-up on released inmates to determine success outside the institution. The recommendation is that Section 1409(a) be amended to state that the State agency would provide program impact data listed in (1) through (4) to the extent that such data is readily available to the agency.

Title II - Improving Teaching and Learning

o This Title eliminates the authority of the Chapter 2 block grant, leaving a significant gap in the availability of flexible funding for systemic improvements at the state and local level such as development of curriculum and assessment frameworks, learning technologies, and other areas that are currently supported with Chapter 2 funds.

o The authorization under this Title does not match the combined funding level of the current Chapter 2 and Eisenhower programs. Even at the suggested maximum appropriation of $500 million, many LEAs in New York State would receive allocations of $5000 or less, an amount insufficient to achieve the goals of sustained, high quality professional development.

o Title II should reflect more of a true merger of Chapter 2 and Eisenhower, by allowing increased flexibility at the state and local level in the use of funds. Purchase of instructional materials and equipment has been a key component of the local uses of funds under current law. The new Title should allow local use of funds for these purposes, if directly related to the professional development program.

o The proposed professional development program decreases the share of funds for institutions of higher education, one of the most important components of any comprehensive effort for professional development. In addition, the state share of funds for technical assistance and statewide programs is significantly decreased in the new proposal from what was authorized under Chapter 2.

o The proposal does not connect state and local professional development activities with the programs authorized under Title V of the Higher Education Act. Title V programs were established in the HEA 1992 amendments to specifically address teacher training and development, including recruitment and training of paraprofessionals. As proposed, the Title II provisions do not address the need where there is a persistent teacher supply problem. There is a need for state level program development if we are to deal effectively with urban areas with persistent shortages of qualified teachers, such as New York City.

o Title II-B consolidates the numerous technical assistance centers into 10 regional centers. Although we are not necessarily opposed to this consolidation, the proposal does not provide SEAs with an ability to purchase services from the centers or allow for any oversight or comment on the operation of the centers. Furthermore, the existing regional labs could be eligible to compete for the operation of the centers, although the geographic regions of the labs and proposed centers are not coterminous.

Title III - Expanding Opportunities for Learning

o In Subpart 1, there is a Subsection C requirement that grant recipients should share in the cost of projects under this Title. Based on our experiences in New York State, we recommend that the proposal focus on providing funding to high need districts without requiring a match. At the least, the requirement for a match should be tied to the district's wealth. We also recommend that rather than providing single-district funding, any project should be required to participate in developing programming or a delivery system in collaboration with other districts or with a distance learning project already underway within the state, in order to maximize resources and knowledge.

o The proposal allows a wide variety of entities beyond SEAs and LEAs to participate in funding. Careful guidelines should ensure that the best interests of students are met under these conditions.

o The proposal for Star Schools includes expansion to other subject areas, which seems too broad and unjustified. If additional subjects are allowed, it should only be under the condition that the use of distance learning technology is making a significant contribution

to the teaching-learning process through its use. The use of distance learning for the delivery of staff development or teacher training in any subject area should be approvable.

Part C - Javits Gifted and Talented Education Program

o The National Research Center should not be eliminated. A focal point is needed to make certain that research serves national purposes rather than local concerns that lack widespread applicability. The Center is needed also to ensure that research findings are disseminated widely.

Part D - Charter Schools

o This proposal is consistent with New York State's efforts in school restructuring, and with the State's Compact Partnership Schools Program and the Workforce Preparation Pilot Program. Further, it is compatible with the state education department's intent to provide local schools with additional flexibility to encourage creativity and innovation.

Title IV - Safe and Drug-Free Schools

o We support the efforts of the proposal to expand the focus of the DFSCA to include efforts directed at school safety and substance abuse prevention, but we recommend that the proposal also include the coordination of comprehensive health education and other school-linked services.

o We question the use of a peer review system between a State and the Secretary.

Title VI - Indian Education

o This proposal requires additional technical review as to impact on Native Americans of New York State.

o This proposal is consistent with New York State's school reform initiatives, and we support the strengthening of State-level planning and technical assistance provisions.

Title VII - Bilingual Education Programs

o The proposal does not include a program similar to the developmental bilingual programs in current law. Although the bill says English proficient students may participate, it is unclear how. The proposal should include this program as an option.

o The proposal includes no express mention of serving students with disabilities who are also in the population served under this program.

o The proposal should be strengthened to include the preservation of American Indian language of this continent.

o Section 7003 includes a definition of immigrant children and youth that limits eligibility to children who have been in the U.S. for fewer than 12 months. Current law funding allows eligibility for children in the country for fewer than three years. Research shows that it takes longer than three years to achieve proficiency in a second language; we recommend retaining the current three year eligibility requirement.

o Section 7101(e)(1) and Section 7402(d) should be expanded to include the development of materials for low incidence languages, in addition to identifying and acquiring curricular materials and software.

o Section 7101(b) establishes that Enhancement Grants are for a period of two years. This should be extended to three years to allow for meaningful implementation.

improvement, and redesign. In addition, funds under this section should be allowed for pre- and in-service staff development, as is allowed under comprehensive school grants and district grants.

o Section 7101(m) states that parents will have a right to decline enrollment of their children in bilingual education programs. This should be changed to say that parents may decline enrollment in projects funded under this Act. Since the proposal appears to include ESL in the definition of bilingual education and since parents may not withdraw their children from an ESL program in New York State, to include this requirement would be contrary to our state law and regulations.

o **Part B** Section 7203 addresses Academic Excellence Awards, but contains no specific role for the SEA. In the past the SEA had very specific functions in the nomination of the awards. The SEA provisions should be reinstated since the SEA can assist in identifying the appropriate tests and analyzing student achievement.

o **Part C** Section 7302(d) requires that any program at the masters' or doctoral level provide a practicum. Since New York and other states have IHE programs that lead to bilingual education certification and include a practicum or its equivalent, this section should also indicate that the programs will not be approved for funding if they are not approved by their state to award the appropriate certification.

o **Part D** Section 7402(b) narrows LEA funding eligibility for immigrant students. We oppose this restriction because we believe that all immigrant children should be included in the count for any LEA experiencing increased immigrant enrollments. The proposed limitation would restrict funding to large cities and would deny those LEAs first experiencing the arrival of new immigrants.

Title VIII - Impact Aid

o The proposal eliminates payments under Section 2, which reimburses LEAs for the loss of land which has been purchased by the Federal government. Termination of these payments to LEAs in New York State could result in a loss of about $500,000 based on 1992-93 school year payments. Highland Falls-Fort Montgomery school district would lose approximately $250,000, a financial hardship that would be very difficult for them to absorb at this time.

o The proposal eliminates Section 3(b) payments to LEAs who have children who either live on Federal property or whose parents work on Federal property, but not both. Estimated loss in revenue to LEAs would be about $7.5 million ($1.9 million upstate, $5.6 million in New York City) based on 1991-92 school year payments.

o The continuation of Section 6 aid is uncertain, however, the Department of Defense is to submit separate legislation to continue its authority in this area. If Section 6 is eliminated, the Highland Falls-Fort Montgomery school district would lose approximately $1.2 million per year.

Title IX - General Provisions

o Section 9203, Consolidation of Funds for Local Administration, is unclear and confusing in terms of determining proportionality by program and dollar limitation by program for administration by the State. In addition, the Section infers the commingling of Federal administrative funds at the state and LEA levels. It is unclear how this will impact on cash reconciliation and reporting requirements by OMB.

o Section 9207 allows up to 5% of a specific program's funds to be used for other program purposes, based on need. We support the provision, but would like clarification from OMB on how state agencies can administer this funding mechanism.

Ms. KELLY. Thank you. I thank you for the opportunity to share with you my comments on the Reauthorization of the Elementary and Secondary Education Act. Through the years, this Act has augmented in significant ways the education goals for children in the City School District of New Rochelle.

In New Rochelle, a suburban school, and I am in the minority here I guess, we strive daily to prove that it is possible to offer an educational program of excellence and equity—and this I want to emphasize although we're a suburban school—to a very diverse population.

Statistics and educational outcomes for children in New Rochelle affirm we give children not only equal opportunity, but every opportunity to learn. ESEA funding is an essential reason why children, including those living in poverty in New Rochelle, succeed. Although, certainly not always to the degree that we want.

Some children in order to succeed, need intensive and extensive supplementary educational support. As the noted educator Jean Piaget said: "No child is ever ready to learn until they are given a chance." Through ESEA we have given our children in New Rochelle a better chance at school success.

In the interests of time, I'm not going to go through all of the successes that we have known through ESEA. And I really, in reading the testimony, I saw those areas that really need improvement, such as stressing the need not to do add-on and pull-out programs.

In trying to remedy the weaknesses of the earlier legislation, the authors have, I believe, crafted a very well thought out document. And the key areas that we in New Rochelle support and endorse, that will allow us to continue to offer strong education in New Rochelle, are: the high standards for all children; a focus on teaching and learning; flexibility; links among school, parents, and communities; resources targeted to where the needs are greatest in amounts sufficient to make a difference.

I firmly believe that many of the proposed changes in the individual titles and programs will strengthen education for all children, and most especially for children in high poverty schools. Requiring districts to distribute dollars to schools on the basis of poverty in order to eliminate the penalty for successful schools by allocating funds on the basis of low achievement, is a welcome change.

In education, as in nothing else in life, we've been punished for achieving. What we gain in results, we often lose in dollars.

Proposed changes in magnet funding that encourage more interaction between students participating in magnet programs and others in the building will help to serve all children, and that is good news. We are about to begin in New Rochelle, we are so pleased with this, two new magnet schools, and we want to thank Congressmen Engel for his support.

However, we have authorization for a year. Authorizing for a four-year period would enable more adequate time to develop a quality program to make changes based on formative evaluations, and to ensure the continuation of efforts when the grant period ends.

But with all this said, and I've mentioned those changes that are most positive for communities like New Rochelle, I have some deep concerns about key aspects of the proposed legislation.

This proposal for reauthorization does present an integrated approach to educational reform based on what is known: upgrading instruction, professional development, and accountability aligned with high standards are frequent themes in the document. The authors hope to include the poor, the underserved, and the underrepresented in the "all children can learn" concept by redirecting Federal dollars.

Unfortunately, New Rochelle will receive less than what we believe is our fair share, if the dollars are distributed according to the wealth of counties.

I come from Westchester County which by all standards is considered a very affluent county, but I must add an important however. There are pockets of poverty and deep poverty in Westchester. The new formula on which all of Title I and 50 percent of Title II and IV is based, puts New Rochelle and communities like New Rochelle, at a distinct disadvantage unless we become eligible for a concentration grant.

We can only speculate that we may be similarly at a disadvantage with the competitive grants as described under Title III. Emergency Immigrant Education Grants will be replaced with discretionary grants to which districts have experienced sudden increases in the number of children they serve who are recent immigrants. But how will this be defined?

What happens to districts that have experienced slow steady increases in limited-English-proficient students whom they must serve. But certainly no decrease in the educational needs of these students.

Since our sudden increase in LEP students is behind us, we may not qualify for Title VII discretionary grants, but the educational needs, what we must do for these children, has not been diminished.

I am concerned that urban/suburban communities, like a New Rochelle, are becoming increasingly rare in America today. Schools in New Rochelle are 50 percent majority, 50 percent minority. Twenty eight percent of our population is African American, 18 percent is Hispanic, and the rest is a United Nations, although we didn't get it.

In my view, what we're about is about the American dream: diverse but one. Diversity without division. Like public school systems of many of this Nation's medium and small cities, New Rochelle Schools are both enriched and challenged by a culturally diverse population. Strong school systems retain their diversity. We want to in New Rochelle. We are diverse, but one diversity without division.

The City of New Rochelle has fifth generation residents to recent immigrants, from very wealthy to welfare assisted. Twenty percent of students in New Rochelle are on free and reduced lunch. As an urban center and a wealthy county, New Rochelle has a declining tax base and too high local property taxes. For several years running we have increased local property taxes, one year 14 percent, in the last two years, 10 percent.

Funding schools in order to provide quality education for all children in a school with a diverse population is more expensive, but we welcome it. We want to retain our diversity. Different and multiple student needs require a variety of programs and multifaceted education programs.

I urge you, and again I don't want to pit urban/suburban districts against the New York Cities of the United States, but I urge you not to let school systems like New Rochelle that hold the great promise of the American dream, we have retained our diversity, to lose Federal dollars. Don't let diverse school systems that are excellent become any less. Let us continue to reflect and be the American dream. Thank you.

[The prepared statement of Ms. Kelly follows:]

STATEMENT OF LINDA E. KELLY, SUPERINTENDENT OF SCHOOLS, NEW ROCHELLE, NEW YORK

Good morning. I am Linda E. Kelly, Superintendent of Schools, City School District of New Rochelle. I thank you for the opportunity to share with you my comments on the Reauthorization of the Elementary and Secondary Education Act, Improving America's Schools Act of 1993.

Through the years, the Elementary and Secondary Education Act has augmented in significant ways the educational goals for children in the City School District of New Rochelle. In the New Rochelle Public Schools we strive daily to prove that it is possible to offer an educational program of excellence and equity to a very diverse student population.

Statistics and educational outcomes for children in New Rochelle affirm we give children not only equal opportunity, but every opportunity to learn. ESEA funding is an essential reason why children, including those living in poverty, succeed. Although, not always to the degree we want.

Some children in order to succeed, need intensive and extensive supplementary educational support. As the noted educator Jean Piaget wrote: "No child is ever ready to learn until they are given a chance." Through ESEA we have given our children in New Rochelle a better chance at school success.

Through Chapter 1, Title II, DFSCA (Drug Free Schools and Communities Act) our educational program has been strengthened and expanded, student achievement has been increased, staff members have extended their professional knowledge and skills. And most recently, in October 1993 Federal Magnet Aid will enable us to reduce the racial isolation that exists in two of our schools, Columbus Elementary School and the Early Childhood Program at Barnard School.

The authors of this new legislation rightly contend that ESEA, established in 1965 as the first Federal support to low income communities, has not attained the results desired for a variety of reasons including:

- Funds spread too thinly.
- Resources address narrow categories of need.
- Projects operate in isolation.
- Superficial professional development.
- Parents and community not involved.

We also know that all the goals of ESEA have not been fully realized because in many instances the nature of many of the programs funded through ESEA are "add on" and "pull out."

In trying to remedy the weaknesses in the earlier legislation, the Improving America's Schools Act of 1993 is a well reasoned, well documented proposal that has as its mission—*all* children will become effective learners for their own sake as well as for the sake of our Nation.

The reauthorization proposal is based on empirical data gathered over the many years ESEA has been in existence. It presents an integrated approach to educational success and is reflective of much in the National Reform Movement. Provisions under the new proposal will foster an "ethic of learning" replacing minimum standards with high standards for all children. The emphasis will be changing whole schools and whole systems, not just Federal programs. The new proposal targets resources to schools and children that have the farthest to go.

For a school system like New Rochelle, there is much good news in "What's New" in the 1993 Reauthorization of the Elementary and Secondary Education Act.

1. *High standards* for all children—with the elements of education aligned, so that everything is working together to help all students reach those standards.
2. *A focus on teaching and learning.*
3. *Flexibility* to stimulate local school-based and district initiatives, coupled with responsibility for student performance.
4. *Links* among *schools, parents,* and *communities.*
5. Resources targeted to where *needs are greatest* in *amounts sufficient* to make a difference.

I firmly believe that many of the proposed changes in the individual titles and programs will strengthen education for all children and most especially for children in high poverty schools. Requiring districts to distribute dollars to schools on the basis of poverty in order to eliminate the penalty for successful schools by allocating funds on the basis of low achievement, is a welcome change. In education, as in nothing else in life, we have been punished for achieving. What we gain in results, we lose in dollars.

Extending Even Start Family Literacy Programs to teen parents is a needed addition. The recognition of intensive and sustained professional development throughout a teacher's career is also a most beneficial change. Continued growth is the essence of the professions. It must be assumed as an institutional responsibility.

Proposed changes in Magnet funding that encourage more interaction between students participating in magnet programs and others in the building will serve to help all children. And that is good news. As we are about to begin two new magnet schools in New Rochelle, authorization for a longer period, four years, would enable more adequate time to develop a quality program, to make changes based on formative evaluation and to ensure the continuation of efforts when the grant period ends.

But with all this said (and I've mentioned those changes that are most positive for communities like New Rochelle), I have some deep concerns about key aspects of the proposed changes.

This proposal for reauthorization does present an integrated approach to education reform based on what is known. Upgrading instruction, professional development, and accountability aligned with high standards are frequent themes in the document. The authors hope to include the poor, the underserved, and the underrepresented in the "all children can learn" concept by redirecting Federal dollars. Unfortunately, New Rochelle will receive less than our "fair share" if the dollars are distributed according to the wealth of counties.

The new formula on which *all* of Title I and 50 percent of Titles II and IV is based puts New Rochelle at a distinct disadvantage unless we become eligible for a concentration grant. We can only speculate that we may be similarly at a disadvantage with the competitive grants as described under Title III. *Emergency Immigrant Education Grants* will be replaced with discretionary grants to districts which have experienced *sudden increases* in the number of children they serve who are recent immigrants. How will this be defined? What happens to districts that have experienced steady increases in Limited English Proficient population but no decrease in the education needs of these students? Since our sudden increase in LEP students is behind us, we may not qualify for Title VII discretionary grants.

I am concerned that urban/suburban communities, like a New Rochelle, are becoming increasingly rare in America today. In my view, they are what the American dream is all about—Diverse but one, diversity without division. Like public school systems of many of this Nation's medium and small sized cities, New Rochelle Schools are both enriched and challenged by a culturally diverse population. Strong school systems retain diversity.

The City of New Rochelle has fifth generation residents to recent immigrants, from very wealthy to welfare assisted. As an urban center in a wealthy county, New Rochelle has a declining tax base and too high local property taxes. Funding schools in order to provide quality education for all children in a school with a diverse population is more expensive. Different and multiple student needs require a variety of programs and a multifaceted education program.

I urge you to not let school systems like New Rochelle lose Federal dollars. Don't let diverse school systems that are excellent become any less.

Thank you.

Mr. ENGEL. Thank you very much. Mr. Kovaly.

Mr. KOVALY. Mr. Chairman, members of the subcommittee, I am honored to be invited here today regarding the Reauthorization of the Elementary and Secondary Education Act.

My statement reflects my analysis of the proposed Improving America's Schools Act of 1993 from the perspective of a school district in which nearly two-thirds of our 31 schools presently receive Chapter 1 funds. Many of the tenets contained in these reforms are the underpinnings of initiatives already in practice in Community School District 11.

The central issue that these reforms are based upon, the belief that all children are capable of higher order intellectual tasks, is one that has been substantiated through all of the current research. In District 11, we have undertaken the task of looking at all of our funded programs and restructuring them to be an integral part of the general curriculum.

All children, including Chapter 1 children, are expected to succeed. Therefore, instruction in the funded programs has changed from teaching basic skills to providing experiences in developing higher order thinking skills.

With a shift, also, in the mode of delivery of instruction from primarily pull-outs to models of inclusion, no longer are students attaining isolated educational experiences. Rather they are receiving enriched instruction in the areas of need. They also have maximized opportunities to relate to intellectual role models and interact with students of all levels through cooperative learning activities.

Where teachers are providing instruction in a smaller group setting, collaboration between the funded teacher and the regular classroom teachers ensures a seamless educational experience for the student. In District 11, individual schools have been encouraged to experiment with different models for the delivery of instructional services in order to find what works best in each school environment.

It is not unusual to see students in a funded reading program delving into an in-depth character analysis, or rewriting the ending of a story which was read to the entire class.

Every funded math teacher incorporates writing into math. Students are expected to solve the problem and explain, in writing, how they arrived at the solution. In the ESL classes, students are encouraged to develop language skills utilizing content area materials from their regular classrooms.

The expanded opportunity for professional development under the new proposal is an initiative applauded by the entire educational community in District 11. Parents, teachers, and administrators are seeking to build a staff development model that is systematic and consistent.

In order to promote and effectively implement districtwide education goals, it is necessary to provide all educational partners with ongoing support. Too often professional development takes the form of short, multifaceted workshops which cover topics of interest only superficially. There is a great need to provide experiences in collaborative goal-setting and continuous training during the implementation process.

District 11 has made staff development an educational priority. The Principals' Institute, held in early September, provided principals, assistant principals, and curriculum specialists with an opportunity to set schoolwide educational goals based upon current

findings in educational research. Experts in the field of educational reform shared their data while facilitating the translation of their research into practical goals for each school.

Furthermore, all associates articulated common concerns, while sharing school successes. This enabled each school to begin the new term with a clear educational focus. Monthly followup meetings are planned for technical assistance and to enhance the implementation of the original goals.

In addition, District 11 has recently formed a New Teachers' Academy for the purpose of educating new teachers in the District's philosophy and to lend assistance in thematic planning and classroom management skills in a group setting as well as onsite individualized support.

The greater flexibility in the proposed law would allow our District to implement our staff development models more fully.

Strengthening the links among schools, parents, and community can only serve to increase awareness and involvement which logically leads to greater student success. We are all well aware that schools must enlist the support and partnership of parents and community in order to undertake the task of developing each student to his or her fullest potential.

The idea of entering into a compact with parents encourages the sharing of responsibility for student success. It also enables the parent to possess a clearer understanding of goals and expectations, something the majority of parents are eager to embrace. Ultimately this serves to send a singular message for high expectations to the student.

Often, parents are called upon by schools to perform auxiliary tasks. While these activities are worthwhile, they underutilize the parent as a resource. Equipped with training opportunities focused both on their children and on their personal growth, the parents can become educational partners in the truest sense of the word.

Several initiatives undertaken in District 11 address these very issues. The Active Parenting Program trains parents to communicate effectively with their children. Last year the District dedicated Chapter 1 and PCEN funds to the formation of reading, math and ESL packets for parents of eligible students. Each month, parents were trained by funded teachers in the use of these materials, and were able to take different packets home to share with their children.

In addition, the Even Start program currently in existence at P.S. 21 and P.S. 103, offers its participants training in parenting skills, ESL, and GED.

As I stated before, 19 of our 31 schools are eligible for Chapter 1 funding. In the past 10 years, District 11 has gone from a public school district with fewer than one-half of its schools designated as Chapter 1 to almost two-thirds currently eligible. Of the Chapter 1 schools, almost half are eligible for concentration funds, those targeted schools having a poverty level of 75 percent or greater.

The proposal to redirect the greatest percentage of funding to the areas of greatest need would seem to concentrate resources more effectively. Also, the requirement to allocate funds solely on the basis of poverty serves to reward those schools whose academic programs are successful rather than penalize them for their efforts.

School districts across the Nation, and in particular New York City, are faced with the growing demands of the need for increased educational services for our children with fewer available resources. The 1993–1994 school year heralded a $60 million reduction in Chapter 1 funding for New York. Individual school districts were forced to rethink each and every educational program in terms of cost effectiveness. It took a concerted effort to sustain a high level of instruction given the monetary confines.

No school in District 11 can afford to lose any additional funding for its poorest students. Any further cuts will only serve to aggravate an already devastating situation. Thank you.

[The prepared statement of Mr. Kovaly follows:]

STATEMENT OF JOSEPH J. KOVALY, DISTRICT SUPERINTENDENT, COMMUNITY SCHOOL DISTRICT 11, NORTHEAST BRONX, NEW YORK

Mr. Chairman and members of the subcommittee, I am honored to be invited here today to testify regarding the reauthorization of the Elementary and Secondary Education Act.

My statement reflects my analysis of the proposed Improving America's Schools Act of 1993 from the perspective of a school district in which nearly two-thirds of our 30 schools presently receive Chapter 1 funds. Many of the tenets contained in these reforms are the underpinnings of initiatives already in practice in Community School District 11.

The central issue that these reforms are based upon, the belief that all children are capable of higher order intellectual tasks, is one that has been substantiated through all of the current research. In District 11, we have undertaken the task of looking at all of our funded programs and restructuring them to be an integral part of the general curriculum. *All* children, including Chapter 1 children, are expected to succeed! Therefore, instruction in the funded programs has changed from teaching basic skills to providing experiences in developing higher order thinking skills. With a shift, also, in the mode of delivery of instruction from primarily pull-outs to models of inclusion, no longer are students attaining isolated educational experiences. Rather they are receiving enriched instruction in the areas of need. They also have maximized opportunities to relate to intellectual role models and interact with students of all levels through cooperative learning activities. Where teachers are providing instruction in a smaller group setting, collaboration between the funded teacher and the regular classroom teachers ensures a seamless educational experience for the student. In District 11, individual schools have been encouraged to experiment with different models for the delivery of instructional services in order to find what works best in each school environment. It is not unusual to see students in a funded reading program delving into an in-depth character analysis, or rewriting the ending of a story which was read to the entire class. Every funded math teacher incorporates writing into math. Students are expected to solve the problem and explain, in writing, how they arrived at the solution. In ESL classes, students are encouraged to develop language skills utilizing content area materials from their regular classrooms.

The expanded opportunity for professional development under the new proposal is an initiative applauded by the entire educational community in District 11. Parents, teachers, and administrators are seeking to build a staff development model that is systematic and consistent. In order to promote and effectively implement districtwide education goals, it is necessary to provide all educational partners with ongoing support. Too often, professional development takes the form of short, multifaceted workshops which cover topics of interest only superficially. There is a great need to provide experiences in collaborative goal-setting and continuous training during the implementation process. District 11 has made staff development an educational priority. The Principals' Institute, held in early September, provided principals, assistant principals, and curriculum specialists with an opportunity to set schoolwide educational goals based upon current findings in educational research. Experts in the field of educational reform shared their data while facilitating the translation of their research into practical goals for each school. Furthermore, all associates articulated common concerns, while sharing school successes. This enabled each school to begin the new term with a clear educational focus. Monthly followup meetings are planned for technical assistance and to enhance the implementation of the original goals. In addition, District 11 has recently formed a New

Teachers' Academy for the purpose of educating new teachers in the District's philosophy and to lend assistance in thematic planning and classroom management skills in a group setting as well as onsite individualized support. The greater flexibility in the proposed law would allow our District to implement our staff development models more fully.

Strengthening the links among schools, parents, and community can only serve to increase awareness and involvement which logically leads to greater student success. We are all well aware that schools must enlist the support and partnership of parents and community in order to undertake the task of developing each student to his or her fullest potential. The idea of entering into a "compact" with parents encourages the sharing of responsibility for student success. It also enables the parent to possess a clearer understanding of goals and expectations ... something the majority of parents are eager to embrace. Ultimately this serves to send a singular message for high expectations to the student. Often, parents are called upon by schools to perform auxiliary tasks. While these activities are worthwhile, they underutilize the parent as a resource. Equipped with training opportunities focused both on their children and on their personal growth, the parents can become educational partners in the truest sense of the word. Several initiatives undertaken in District 11 address these very issues. The Active Parenting Program trains parents to communicate effectively with their children. Last year the District dedicated Chapter 1 and PCEN funds to the formation of reading, math and ESL packets for parents of eligible students. Each month, parents were trained by funded teachers in the use of these materials and were able to take different packets home to share with their children. In addition, the Even Start program currently in existence at P.S. 21 and P.S. 103, offers its participants training in parenting skills, ESL, and GED.

As I stated before, 19 of our 30 schools are eligible for Chapter 1 funding. In the past 10 years, District 11 has gone from a public school district with fewer than one-half of its schools designated as Chapter 1 to almost two-thirds currently eligible. Of the Chapter 1 schools, almost half are eligible for concentration funds, those targeted schools having a poverty level of 75 percent or greater. The proposal to redirect the greatest percentage of funding to the areas of greatest need would seem to concentrate resources more effectively. Also, the requirement to allocate funds solely on the basis of poverty serves to reward those schools whose academic programs are successful rather than penalize them for their efforts.

School Districts across the Nation, and in particular New York City, are faced with the growing demands of the need for increased educational services for our children with fewer available resources. The 1993–1994 school year heralded a $60 million reduction in Chapter 1 funding for the city. Individual school districts were forced to rethink each and every educational program in terms of cost effectiveness. It took a concerted effort to sustain a high level of instruction given the monetary confines. No school in District 11 can afford to lose any additional funding for its poorest students; any further cuts will only serve to aggravate an already devastating situation.

Mr. ENGEL. Thank you. First of all, let me thank all three of you for your excellent testimony. It will be very, very helpful to me in terms of understanding what each one of you goes through and what you really need from the Federal Government. I really found all three of your testimonies very, very enlightening.

You mentioned, Mr. Corsi, the New York State's Compact for Learning. Could you expand on how New York's Compact for Learning may be complemented by the administration's proposal for ESEA reauthorization and how it might conflict?

Mr. CORSI. The areas of similarity are probably the most prominent. One is, that under the Compact for Learning, we have committees and councils throughout the State attempting to build new curricula frameworks and assessment systems that hopefully parallels the desire in the proposed legislation to have States do that.

Secondly, the emphasis in the Compact for Learning is on building level participation. Indeed, the Regents in this State passed a regulation, or adopted a regulation a little over a year ago, that calls for a plan in each school district to promote building-level participation in shared decisionmaking and school-based planning that

would involve the community, the parents, the teachers, the administrators.

Thirdly, there is an understanding at the State level, for the tremendous need for staff development and technical assistance. Indeed, the State Education Department as a whole, particularly in the area of elementary, middle, and secondary education, has in the past year undergone a complete reorganization to better focus people and dollar resources within the agency on technical assistance services to local school districts. So the areas of similarity really go on and on.

If there is an area I would point to where, were we probably not at odds, but we're not as close together, it might be in the area of resources. While I'm forward to say that our State legislature has not provided to date any large amount of resources for the implementation of the State's reform effort called the New Compact for Learning, we are keenly aware, and that has been validated over this year in the experience that we've had, that where you do not have the infusion of dollars to provide for those added things besides staff salaries, staff development, a greater array of material, opportunities for the community to engage the school, you just do not create an opportunity or climate for people to begin to do something differently.

You need to have an additional infusion of resources that are focused on this reform effort, if you're not only to call attention to it, but provide the climate in those communities for people to be meaningfully involved.

Mr. ENGEL. New York State has administered a statewide assessment program for some time now. How will the administration's proposal affect the current New York State assessment program in which all students will be held to the same high standards?

Mr. CORSI. I can't be direct on that because we have a State level council that's currently reviewing that very question. It is looking at the direction that the new assessment program will take, and also at what in our current assessment program we need to change or modify.

I can only say that we are moving in a direction consistent with the, with the administration's legislation, away from those kinds of testing instances that focus on standardized norm-reference tests, the focus on single points of assessment, towards an arena that's more highly characterized by authentic assessment instruments, a wider array of assessment opportunities for teachers to gauge what it is students need to learn in a different way and how well they're doing.

It's something that's currently in process, so I can't really be definitive about it.

Mr. ENGEL. When we were marking up Goals 2000 Program, some of us had questions about the program itself. Commissioner Sobol came to Washington and was very helpful to me personally. If you could please take back to him, my sincere appreciation for the work that he has done. Thank him for your testimony here today.

Mr. CORSI. Thank you, sir.

Mr. ENGEL. Ms. Kelly, I think that you made the case very well that New Rochelle is a suburban school district and has many of the problems typical of a suburban school district. However, being situated in relatively wealthy Westchester County, it suffers from being lumped in with some of the places that may not have as many needs as the New Rochelle system.

I think those are very important points. As we craft the ESEA reauthorization, we need to keep in mind that there are probably thousands of New Rochelles all across the country who are doing an excellent job with dwindling resources and funds, and we really ought to keep that in mind.

Magnet school funding, which Representative Nita Lowey and myself, the two representatives of New Rochelle, have pushed for, was granted to New Rochelle. I think your suggestion to extend the Magnet Program really makes a lot of sense. Can you briefly explain for us how this magnet program is designed and what you expect to achieve with it?

Ms. KELLY. Yes. I spoke about New Rochelle. We pride ourselves on being diverse but one. We believe when there is diversity of student body, diversity of curriculum, you offer a stronger education. There are two schools in New Rochelle that did not reflect the diversity in which we take pride in the whole district. And that was Columbus Elementary School, that is 80 percent minority, and Barnard School that houses an Early Childhood Center. And that was over the district's standards, where we want to retain the district diversity.

And in order to make more systems, each of those schools more diverse, and doing it in a way of choice, we are very grateful that Federal dollars will enable us to strengthen the education in both schools.

We're establishing in Columbus Elementary School, it will now become known as Columbus Magnet High-Tech Elementary School, and we hope to attract in people from the neighborhood whom we have lost to private schools, and they are primarily white, to return to their home school. And we're doing that by offering for the first time in New Rochelle, a full-time, full-day kindergarten program.

We're establishing the Barnard School Early Childhood Center that we're going to be calling E. C. Squared, Early Childhood Education Center at Barnard School. And the underpinning of that school is an experiential language arts base curriculum. We're extending pre-K and education, as well as, offering a full-day kindergarten program, and we will do this through choice. Parents have the opportunity to apply for these two programs.

But that's the point again I want to drive home, we so need and value Federal dollars. We could not do this on the local taxpayer there, because New Rochelle, as so many cities, small cities around the country, have lost their center, have lost their base. And we look to the Federal Government for help so that we can continue to still do a very fine job. Thank you.

Mr. ENGEL. Thank you. Mr. Kovaly, I think that your point about Federal funds ought to be received or allocated based on poverty and not on lack of achievement, is very well taken. It was mentioned before, schools that are successful are penalized because of

their success. These schools ought to be allocated Federal funds on the basis of poverty.

Now under the administration's proposal which targets Chapter 1 funding to those local education agencies with the greatest number of children in the highest poverty levels, New York City would see an increase of approximately $70 million.

Being an administrator of one of the local school districts, how would you like to see that money be used? I might also point out that District 11 is the only district in, correct me if I'm wrong, certainly in the Bronx, that also has authority over local high schools.

I'm a product of District 11 and my children have attended schools in District 11, so you do a very fine job. And I'd be interested in hearing what your assessment would be in terms of where that funding ought to go?

Mr. KOVALY. You are correct, Congressman, that we are the only New York City school district to also include a high school within our boundaries and our area of responsibility.

In terms of the funding, it was stated before, we spoke about the undercounting of children, poverty children in New York City, and I don't think that's exemplified anywhere more clearly than here in District 11. Not only do we have a large and growing poverty population, we have children who, a very large immigrant population, many of whom do not appear in those census figures.

With all the best intentions of the Bureau of Census, they have large numbers of children who are classified as "undocumented" for lack of a better term. Those are children who are not reported on anybody's statistics anywhere. They represent families from various parts of this world, Europe, Indies, and Asia, who will not fill out any kind of a form. So in terms of an undercounting of poverty children, I think we exemplify that.

We also exemplify, I think, some of the best uses of Chapter 1 and Title I funds in the entire city. As you know, a recent report on District 11 indicated that all of our schools were well above average in terms of their performance. And yet, two-thirds of our schools are eligible for Title I funds. Those Title I funds are being targeted to extending school programs, extending the day, extending additional hours on weekends.

For example, this Saturday, we will be starting eight Saturday academies in our 31 schools. Those have been primarily targeted to areas where we have experience of a high level of poverty and a high level of immigration, using our own figures, which I believe are more accurate than those of the Census Bureau.

We have changed the format at delivery of services within the schools, so that the pull-out programs are being eliminated and programs are working side-by-side, parallel programs, providing enriched instruction through regrouping within our schools.

So we have made good use of the Title I funds, and I'm hoping that this, the renewal of this Act will continue to allow us to do so. My concern of course, is that as the level of a school's eligibility drops in the coming years, and additional schools are brought in, will the funding be there, or will the funding be watered down over the next few years. That's a major concern.

It seems to me that we have an option of doing one of two things. Eliminating poverty by 1995, which I don't think is a goal that will

be attained by that time, or Congress will have to make sure that the funding levels are there, so that the 50 percent of the schools that fall eligible can be properly funded to deliver this very ambitious program and very good program.

Mr. ENGEL. Well, thank you, as I had mentioned before, you do a fine job in District 11, and you're to be complimented as are the school board members, two of whom are here today. And I think it is because the school board, and yourself, and parents, work very closely together, and the proof is in the pudding. Thank you.

Mr. OWENS. Chairman.

Mr. ENGEL. I think Congressman Owens had a couple of questions he wanted to ask.

Mr. OWENS. Just a couple of quick questions. I want you to know, first, that this has been a very informative hearing for me. I didn't know you could have a high school in your jurisdiction as a local school district. So I learned a lot. I'll let you tell me how you did that privately—and you and Eliot. And I would like to pursue it maybe some other place myself.

My question relates to the basic problem of this bill moving funds targeted more for the poorest districts, and what kind of scenario that sets up. I don't want play one set of districts off against another. I think this Nation is rich enough to provide adequate funding for all the schools, not just through this vehicle but through some other forms of assistance.

But certainly using this vehicle we should be able to increase the funding overall, so that no district presently receiving funds has to give up any more than they've lost already in the present configuration, based on the adjustment of the census. But certainly we could have a hold-harmless situation, and there ought to be enough funds. We ought to be able to get enough funds to do that. That's the first fight, to try to fight to get more funds. The education community, in general, should flex its muscles and demand more.

Now we are in a situation now where the cold war is over, and they are clinging to the expenditure of large amounts of our taxpayers' money for defense. We couldn't get a cut in the Star Wars budget, cut in a single submarine budget, or numerous other weapon systems that are no longer going to be needed, but because they have the power, they insist on continuing it so that it benefits those people that it benefits: the manufacturers' profits, the workers that have to work in that particular plant, et cetera, but it's not going for any useful national purpose.

On the other hand, education is clearly a national purpose that needs more assistance. It's lagging. More Federal funding is needed. We are all united to fight more for those funds. But if it comes down to the situation where we are forced to divide what we have in a different way, let's just explore a minute what the implications of that might be.

I think, Mr. Corsi, you said 85 to 90 percent of the school districts will lose substantial amounts of funding under the new formula. And you, of course, we all are against that, but let me just explore for a moment what those other 85 to 90 percent of school districts are like. How many school districts among that 85 to 90 percent are spending more per pupil than New York City spends per pupil?

Mr. CORSI. I don't know, Congressman. I don't have that figure with me, Congressman.

Mr. OWENS. What is the highest per pupil expenditure of a school district in the State of New York?

Mr. CORSI. Well, we've got some like the islands off Long Island that are very large. But I would say that probably, if you look statewide, in the high average, you're probably talking somewhere around $6,000 to $7,000.

Mr. OWENS. There are some that spend as much as $16,000 or $17,000, right?

Mr. CORSI. Yes, those are few. Such as, some of the islands off Long Island, and some of the areas down here around New York City. Those are anomalies.

Mr. OWENS. Are any of them receiving any Chapter 1 funds at this point?

Mr. CORSI. Yes, they are. There are some of those districts in the very high wealth ratio who receive some few Chapter 1 dollars. They're negligible though. They're not large amounts. Fisher Island, for example, receives something like $321, for example.

Mr. OWENS. I'm assuming there are some districts in the $8,000 to $10,000 per pupil range?

Mr. CORSI. Pardon me?

Mr. OWENS. I'm assuming that there are a large number of districts that are in the $8,000 to $10,000 per pupil expenditure range?

Mr. CORSI. There are a number, yes.

Mr. OWENS. Are they receiving Chapter 1?

Mr. CORSI. Yes, they are. There are some of those districts that have, as we heard about, New Rochelle, have areas or pockets of poverty within the district where money is generated through the current Chapter 1 program.

Mr. OWENS. What is your expenditure per pupil, Ms. Kelly, in New Rochelle?

Ms. KELLY. My per pupil is $10,500. We have a student population of about 8,500. Last year we received about $893,000 in Chapter 1. For example, for limited-English-proficient students, 18 percent of our student body is limited-English-proficient. We get between Federal and State dollars, all told, about $40,000. Yet, because of the District commitment, we spend well over half a million. That's one example.

The push for us is that we want to retain our diversity. What's happened across America in all too many schools, is where you don't retain the excellence, you soon end up with a system that is not diverse. New Rochelle is one of those. There are a couple in Westchester where the public school system has been able to retain students, and that is our biggest challenge. But to retain them, we need to have programs for recent immigrants, as well as those students who are going on to the most competitive of four year colleges.

Also we send 85 percent of our student body on to post—well, 65 percent went on to four year colleges, about 18 percent went on to two year colleges. That's how we market ourself in the education marketplace. We don't want to become any less. Although I know the figures—when you talk then our figures are not compelling,

when I know statistics in New York City. And that's why I don't really want to get into the dialogue between—we are not——

Mr. OWENS. Nobody wants to get into it. It's very unpleasant, but we need to get into it.

Mr. Corsi, do you know what the percentage per pupil is in New York City?

Mr. CORSI. It's somewhere between $6,500 and $7,000, I believe, sir.

Mr. OWENS. That's kind of high, I think. And recent studies have shown that the way it's divided, there are some elementary schools in New York City receiving less than $3,000 per pupil. So, we have a serious problem. The State, where you have some influence, Mr. Corsi, and I hope you'll take this back to Mr. Sobol.

The State really doesn't assert itself enough in trying to deal with the problem of some kind of equity, equalization across the districts. We don't have any great deal of advocacy from the State, and I think we ought to have that.

So the Federal Government, from where I sit, has to take that up. And the President is on the right track in terms of we can't mandate the States to do anything in terms of moving to make certain that there are no students in the State that come down so low that they cannot be receiving an adequate education because the per pupil expenditure is just ridiculous.

Here's the only device we have. So I would hope that New York State would go to bat for the schools in this State which are victims of savage inequalities. There are savage inequalities in this State.

I hope that if we are forced into a situation where there's no other way to solve this problem, where we can't get more Federal funds, where we can't have a hold-harmless situation; that we would have our State on the side of the President in targeting the money to the districts that really have the most need and are suffering because they have the least amount of funding within the State structure.

Mr. CORSI. Representative Owens, we agree with your analysis and your recommendation. Over the last decade the Board of Regents has had before the State legislature different kinds of recommendations about bringing more equity to the whole State aid picture.

Last year for the first time in more than a decade, we were successful in working with people in our legislature to get a change conceptually in the State aid formula to include a factor called "extraordinary needs aid," which tends to try to recognize those districts that have the highest concentrations of children living in poverty.

The legislature didn't adopt all that the Regents requested, but went so far as to establish it as a concept. Inherent in that concept is a notion also that you don't penalize people when they start to do better, as many of our formulas have in the past. We are proceeding this year with the Regents to further that recommendation with the legislature. We are on target and on track with your recommendations.

Our concern with the authorization issue of the concentration of moneys, is really the same concern we felt with a loss of the money

because of the use of the 1990 census data. And that was that in a very brief period of time of one year, school districts, however wealthy or poor they might be in New York State, simultaneously lost approximately 14 percent of their dollars in one fell swoop. Percentage losses that were at the low end of 1 or 2 percent and at the high end over 30 percent over the past year.

When you look at how Chapter 1 dollars traditionally have been used in New York State, almost 90 percent of those dollars have been focused in staff salaries. Teachers serving students is where the dollars have gone in New York State.

And so our concern is really that we try to find some way, while agreeing that we need to concentrate those dollars on the schools with the highest concentration of children in poverty, to do that in a way that doesn't unduly penalize the larger number of schools that still have children in need, that need the benefits from Chapter 1 of compensatory education, and where there needs to be reductions.

We need to do it in a way that will allow them to compensate through local and other funding sources over a period of time, instead of taking those cuts in an immediate one year timeframe. You stated, sir, that this is the richest country in the world, and we ought to be able to find money. And we agree with you. We ought to be able to find money to deal with those children in need, wherever they be located. Thank you.

Mr. OWENS. Thank you. I just hope that you understand clearly that the savage inequalities are reality. And those victims of the savage inequalities should be focused on first, in terms of how we are going to make certain that they don't have a situation where their situation gets worse. And we want advocacy at the State level.

Mr. ENGEL. Okay, thank you all very much. Very enlightening. Thank you.

Our third and final panel consists of four people. On behalf of Mrs. Matilda Cuomo, who is the Founder and Chairperson of the New York State Mentoring Program, we have Ms. Jane Brody, who is the Executive Director of the New York State Mentoring Program. I have worked closely with Mrs. Cuomo on her mentoring proposals.

We have Ms. Noreen Connell, who is the Executive Director of the Education Priorities Panel; Mr. David Rhodes, President of the School of Visual Arts; and Mrs. Alva Robinson, who is the President of the Parents Organization of P.S. 112, the school in which we are located. So could I ask all of them to please come and take their seats?

Let me again ask everyone to please summarize their testimony in five minutes or less. Your entire testimony, as submitted, will be entered as part of the official record and will be printed in full.

Let me start with Mrs. Robinson, and let me thank you for your hospitality. It's been a pleasure to be here at P.S. 112 today. I think many people have commented on the state of the school, the state of the auditorium and how nice it looks, and the excellent environment in the school for learning. So we welcome you, Mrs. Robinson.

STATEMENTS OF ALVA ROBINSON, PRESIDENT, PARENTS ORGANIZATION, P.S. 112; DAVID RHODES, PRESIDENT, SCHOOL OF VISUAL ARTS; JANE BRODY, EXECUTIVE DIRECTOR, NEW YORK STATE MENTORING PROGRAM, ON BEHALF OF MATILDA CUOMO, FOUNDER AND CHAIRPERSON, NEW YORK STATE MENTORING PROGRAM; AND NOREEN CONNELL, EXECUTIVE DIRECTOR, EDUCATION PRIORITIES PANEL

Mrs. ROBINSON. Thank you.

Greetings, distinguished guests, parents, and members of the community. As president of the P.S. 112's PTA, we are proud to be the hosts of this most important event, and we welcome you.

As you all know the Reauthorization of the Elementary and Secondary Education Act is critical for the improvement of the quality of education, particularly for low-income, disadvantaged students such as those that attend P.S. 112. We welcome the opportunity, as parents and community members, to work closely with educators and administrators in striving for excellence in education.

We realize the importance of and the need for adequate resources to be made available to schools with student profiles such as those at P.S. 112. We feel that it is high time that the Federal Government recognize the need to become more involved in education. We also realize that the whole society truly benefits when our children are properly educated, for if they are not, the cost to taxpayers will be higher.

We accept the challenges put forth in the ESEA which states that we must have higher expectations and standards for our children. We welcome the promotion of equity, such as the school-based management program that is allowing schools to devise programs which meet the unique needs of our children. P.S. 112 is a school-based management school on paper, with good ideas and intentions.

We would like to see these ideas put into use, not given just lip service. It is our hope that this event is not just simply ceremony, but is truly a step in the direction of focusing on the needs of our youngsters. We at P.S. 112 believe in the adage, "It takes the whole village to raise a child." Too many of our children are being placed in so-called "special education."

We have to address this. Hopefully, the ESEA will implement these proposals in a timely fashion, without being bogged down by politics in order to benefit us all.

On behalf of P.S. 112's PTA we welcome you and we thank you for choosing P.S. 112 as the site for this event. Thank you very much.

Mr. ENGEL. Thank you very much. Mr. Rhodes?

[The prepared statement of Mrs. Robinson follows:]

STATEMENT OF ALVA ROBINSON, PRESIDENT, PARENTS ORGANIZATION, P.S. 112

Greetings distinguished guests, parents, and members of the community:

As President of the P.S. 112's PTA, we are proud to be the hosts of this most important event, and we welcome you.

As you all know the Reauthorization of the Elementary and Secondary Education Act is critical for the improvement of the quality of education, particularly for low-income, disadvantaged students such as those that attend P.S. 112. We welcome the opportunity, as parents and community members, to work closely with educators and administrators in striving for excellence in education. We realize the importance of adequate resources being made available to schools with student profiles

such as those at P.S. 112. We feel that it is high time that the Federal Government recognize the need to become more involved in education. We also realize that the whole society benefits when our children are properly educated, for if they are not, the cost to taxpayers will be higher. We accept the challenges put forth in the ESEA authorization, which states that we *must* have higher expectations and standards for our students. We welcome the promotion of equity, such as School Based Management, that is allowing schools to devise programs which meet the unique needs of our students. P.S. 112 is a School Based Management School on paper, with good ideas and intentions. We would like to see these ideas put into use, not given just lip service. It is our hope that this event is not simple ceremony, but is truly a step in the direction of focusing on the needs of our youngsters. We at P.S. 112 believe in the adage, "It takes the whole village to raise a child." Too many of our children are being placed in so-called "Special Education."

We have to address this. Hopefully, the ESEA will implement these proposals in a timely fashion, without being bogged down by politics benefiting us all. On behalf of P.S. 112's PTA we again welcome you and thank you for choosing P.S. 112 as the site for this event.

Mr. RHODES. Mr. Chairman, Mr. Owens, thanks very much for the opportunity to testify on the ESEA Reauthorization. I'm president of the School of Visual Arts, and I'm representing the Association of Independent Colleges of Art and Design today.

The thrust of my testimony began to become clear about three or four months ago when the five art school college presidents in New York City—the president of the Fashion Institute, Cooper Union, Pratt, Parsons School of Design and I—got together to discuss a problem we had noted. And that problem was the fall-off in qualified applicants from New York City public schools. I might add, parenthetically, the fall-off is greater in the Bronx and in Brooklyn than in some of the other Boroughs.

And we came together to discuss this and to see if we could come up with a solution, and also to find out what the problem was. And what we discovered was that the problem begins very early. Sixty seven percent of the schools in the New York City public system have neither art nor music, despite the fact that this is mandated by the State. Worse, only two of the 32 districts are committed to the idea of having art or a music teacher in every school.

As a result, what we're finding is those students, who could most benefit from participation in New York's vibrant cultural community, a community which provides, as you've heard, over a 100,000 jobs, are being denied that opportunity at a very early age for a lack of art and music in the schools.

This is short-sighted from an economic point of view. It's also short-sighted from a cultural point of view. And it's also short-sighted because we know the arts work.

Recently the Public Broadcasting System put together an hour program about the St. Augustine School here in the Bronx. St. Augustine School was at that time failing from lack of enrollment. They took a hard look at themselves, redirected the curriculum to focus on the arts, and I'm sure you all know the results. Enrollment doubled, test scores went up dramatically, both in math and in reading.

We know that the arts can make a real contribution, not only to the society as a whole, but actually to the lives of children. And toward that end, I would urge you in this reauthorization to make the arts an integral part of allowable expenditures under all the various titles.

As a further movement towards that effort, I would like to commend Mr. Engel, and also you, Mr. Owens, for introducing and sponsoring H.R. 2933, the Community Arts Partnership Act. This legislation will enable local education agencies to form partnerships with cultural entities in their communities: libraries, museums, institutions of higher education, even zoos, and other groups, to leverage existing resources in the community for the benefit of arts programs for children in the schools.

We've garnered, to date, the support of 40 national arts and education organizations, and receive calls daily from groups offering assistance. This legislation is long overdue, and both the arts and education communities are excited about it. I would urge you to include it in the ESEA reauthorization. Thank you very much.

Mr. ENGEL. Thank you. Ms. Brody

[The prepared statement of Mr. Rhodes follows:]

STATEMENT OF DAVID RHODES, PRESIDENT, SCHOOL OF VISUAL ARTS, CHAIRMAN, COMMITTEE ON ADVOCACY AND PUBLIC POLICY, ASSOCIATION OF INDEPENDENT COLLEGES OF ART AND DESIGN

Mr. Chairman and members of the subcommittee, good morning. My name is David Rhodes and I am president of the School of Visual Arts in New York City and Chairman of the Advocacy and Public Policy Committee of the Association of Independent Colleges of Art and Design.

It is a privilege to appear before the subcommittee to discuss the reauthorization of the Elementary and Secondary Education Act. This reauthorization approves continuation of the Arts in Education programs which consist of the efforts made by the Kennedy Center and Very Special Arts Programs. These are worthwhile endeavors and should be continued. I am also heartened that Secretary of Education Riley has included the arts in the National Education Goals, along with English, mathematics, science, foreign languages, history and geography.

Recently, the Presidents of New York's art colleges including the Fashion Institute of Technology, Cooper Union, The Parsons School of Design, Pratt Institute and my own institution, the School of Visual Arts, gathered because of our alarm at the state of the arts education in the public schools. Our alarm is caused primarily by the following: 67 percent of schools in New York City have no art or music classes, even though art and music are mandated by the State, while only two of the City's 32 school districts are committed to the idea of having an art and music teacher in each school. As a result, many potential art and design students are being denied the proper art background in their early years. As a result they are denied the opportunity to participate in a meaningful way of New York's vibrant community of culture.

A recent study by the Port Authority of New York and New Jersey found that the arts and other cultural activities contribute at least $9.8 billion a year to the economy of the New York metropolitan area. Directly and indirectly, the arts support more than 107,000 jobs. Thus, the lack of art is not only short sighted in an economic sense for the schools are failing to equip our children for an area where the economy is expanding and real jobs exist, it is also short sighted because the absence of the arts from most schoolrooms throughout the City leaves a gaping hole in the cultural and educational development of thousands of children. Finally, it is short sighted because we know the arts work.

Recently, The Public Broadcasting System aired a special program on the St. Augustine School of the Arts here in the Bronx. This school, located in one of the poorest sections of the Bronx, was about to close for the lack of enrollment. As a last-ditch effort to keep the school open, the curriculum was reorganized around the arts. You know the results—enrollment doubled and reading and math scores jumped dramatically.

With the reauthorization of the Elementary and Secondary Education Act this year, Congress will have an opportunity to begin to do for others what St. Augustine has done for some.

I want to commend Mr. Engel for introducing H.R. 2933, the "Community Arts Partnership Act." This legislation will enable local education agencies to form partnerships with cultural entities in their communities—libraries, museums, institutions of higher education specializing in the arts, and other groups to leverage exist-

ing resources in the community for the benefit of arts programs for children in the schools. We have garnered the support of 40 national arts and education organizations and receive calls daily from groups offering assistance. This legislation is long overdue and both the arts and education communities are excited about it.

The fact that there is a local matching requirement will encourage commitments by local school systems and cultural entities in the community to work together and promote an interest between communities and their schools. I hope H.R. 2933 will be included in the reauthorization of the Elementary and Secondary Education Act when your subcommittee considers this legislation later this year.

In addition, I would hope that you will include the arts as a specific allowable activity in each of the programs authorized under the Elementary and Secondary Education Act.

I hope that this subcommittee will begin to take the steps needed to make the arts an integral part of the reauthorization, first, by adding H.R. 2933 to Title III, Arts in Education, and second, by listing the arts as an allowable activity in the other titles of the bill.

I thank you for your time and attention and would be pleased to respond to any questions you may have.

Ms. BRODY. My testimony is on behalf of Matilda R. Cuomo, Founder and Chair of the New York State Mentoring Program.

I'm grateful to the subcommittee, and in particular, to Congressmen Eliot Engel and Major Owens for the opportunity to submit testimony about a program which has proven successful in New York State, so successful that we urge the Federal Government to work with other States to launch and expand similar efforts across the Nation.

In 1987, I established an advisory board consisting of educators, child advocates, business leaders, and other representatives from the community to conduct a needs assessment, and to develop a model to prevent school dropouts. There was also a separate advisory committee formed comprised of school superintendents from across New York State. In 1990, I founded the New York State Mentoring Program.

The New York Mentoring Program defines mentoring as a one-to-one relationship between a volunteer adult role model and a child, aimed a helping the child develop his or her academic and social skills.

As role models, mentors demonstrate the tangible rewards of completing an education and participating productively in our society. They expose children to interests, opportunities, and talents that otherwise might be overlooked. Mentors also provide counseling, guidance, and encouragement to help children acquire life skills and positive attitudes toward school and family.

In the current school year, there were more than 6,000 children and adults in 200 school-based mentoring programs in 33 counties across the State. The programs are in kindergarten through junior high schools.

New York's Mentoring Program is part of Governor Cuomo's Decade of the Child, a comprehensive, long-term initiative that includes more than 125 statewide programs to improve life for New York's children.

For prevention of school dropouts, we reach children early, before they form negative attitudes about school and work.

The program is the only statewide, school-based, one-to-one mentoring program in the Nation. Hillary Rodham Clinton has cited our program as a national model. We recommend that Federal support for mentoring be channeled, at least in part, through

State agencies or State-designated nonprofit organizations, with the resources and expertise to launch and expand school-based mentoring programs through a State.

Our model embodies the concept of linking the school, the home, and the community. Mentors meet with the children in a school setting. We believe this unique one-to-one relationship is the key to successful mentoring.

What are the problems mentoring is designed to help solve? Today nearly two-thirds of children come home to an empty house. The national average for one-to-one parent child interaction is just 15 minutes a day. Attorney General Janet Reno, recently cited lack of parental supervision and attention as a cause of increased juvenile delinquency and crime. The Attorney General emphasized that many middle-class children, not merely children of poverty, suffer from this pervasive form of child neglect.

Time and time again the man or woman who rose above difficult circumstances to achieve success attributes his or her accomplishments to the inspiration and guidance provided by a role model, a family member, a teacher, a coach, or a concerned person in the community who believed in him or her. Mentors provide this positive role model to children in need.

Dr. Ernest Boyer, President of the Carnegie Foundation for the Advancement of Teaching, and one of the Nation's most esteemed experts in education has stated, "If every at-risk student had an in-school mentor, that one act could cut the dropout rate in half."

A survey of mentoring programs by Louis Harris and Associates shows that through mentoring 60 percent of children received higher grades, 75 percent of students were inspired to try harder, and about half the students felt they were more likely to stay off drugs and out of trouble. And many reported improved relations with teachers and even with family members.

Participating organizations, business firms, nonprofit groups, and government agencies recruit groups of 10 or more employees who are willing to dedicate a minimum of four hours a month for one school year to a child. Mentoring is cost effective because it relies on volunteers. Our adult mentors contributed more than 100,000 volunteer hours last year.

The program has recruited mentors and received support from 120 partner organizations, including major corporations, community organizations, colleges, senior groups, associations, and civic groups.

The Elementary and Secondary Act, which Congress will consider in the coming weeks and months, should be amended to make one-to-one, school-based mentoring an activity eligible for funding and support under the major assistance programs authorized by that Act.

We are pleased that mentoring is included in a number of provisions in Improving America's School Act, which will form the starting point for the legislative process.

Additionally, Education Secretary Richard Riley should implement Congresswoman Pat Schroeder's excellent plan for convening a national conference to encourage States to develop statewide mentoring programs. Children around the Nation would benefit, if

other States followed New York's example and created their own public-private partnerships to mentor children.

Government can't do it all. All the money invested in schools won't improve children's academic performance, if they lack the motivation, and discipline, and family support to succeed. All the programs for financing college education won't prevent troubled teens from dropping out of high school, unless they develop the desire to become productive, independent citizens with hope for the future.

All the criminal laws we enact won't stop teenage crime, if young people lack values and have no sense of right or wrong. Mentoring has beneficial impact not only on the student mentees, but also develops a strong bond between school and community. The program encourages partnerships which have long-lasting ramifications leading to increased business and community support.

We cannot afford to keep losing children to drugs, teenage pregnancy, or despair. Mentoring is a solution that works, one child at a time, for all children. Mentors give children the tools to succeed. Mentors teach them to value themselves.

Our future depends on our children staying in school and becoming well-educated. Mentoring is an important investment in our most precious resource, our children. Thank you.

Mr. ENGEL. We thank you very much. Ms. Connell?

[The prepared statement of Mrs. Cuomo follows:]

STATEMENT OF MATILDA R. CUOMO

I am grateful to the subcommittee, and in particular, to Congressman Engel for the opportunity to submit testimony about a program which has proven successful in New York State—so successful that we urge the Federal Government to work with other States to launch and expand similar efforts across the Nation.

In 1987, I established an advisory board consisting of educators, child advocates, business leaders, and other representatives from the community to conduct a needs assessment and to develop a model to prevent school dropouts. There was also a separate advisory committee formed, comprised of school superintendents from across New York State. In 1990, I founded the New York State Mentoring Program (NYSMP).

Mentoring is a one-to-one relationship between a volunteer adult role model and a child aimed at helping the child develop his or her academic and social skills.

As role models, mentors demonstrate the tangible rewards of completing an education and participating productively in our society. They expose children to interests, opportunities, and talents that otherwise might be overlooked. Mentors also provide counseling, guidance, and encouragement to help children acquire life skills and positive attitudes toward school and family.

In the current school year, there are more than 6,000 children and adults in 200 school-based mentoring programs in 33 counties across the State. The programs are in kindergarten through junior high school.

New York's Mentoring Program is part of Governor Cuomo's Decade of the Child, a comprehensive, long-term initiative that includes more than 125 statewide programs to improve life for New York's children.

For prevention of school dropouts, we reach children early, before they form negative attitudes about school and work.

The program is the only statewide, school-based, one-to-one mentoring program in the Nation. Hillary Rodham Clinton has cited our program as a national model. Let me elaborate on each of these components:

Statewide: Our program acts as a catalyst. It brings together organizations which can provide mentors with schools that need them. NYSMP provides complete training for the school-based coordinator who runs the program, the mentors, and the mentees, and technical assistance to schools.

We recommend that Federal support for mentoring be channeled, at least in part, through State agencies or State-designated nonprofit organizations with the re-

sources and expertise to launch and expand school-based mentoring programs throughout a State.

NYSMP is a flexible model. We are active in more than half of the counties in New York State, in urban, suburban, and rural settings. We would be happy, of course, to meet with Federal officials or educators from other States to assist them in establishing mentoring programs throughout the country.

School-based. Our model embodies the concept of linking the school, the home, and the community. Mentors meet with their children in a school setting. Mentors meet with mentees before or after school, or during lunch periods. They work closely with a mentoring coordinator in each school. In the Bronx, eight public schools are participating in the program.

We believe strongly that mentoring belongs in all elementary and junior high schools. By the time a troubled youngster reaches senior high school, he or she may already have turned to the streets, falling prey to the wrong "mentor."

One-to-one: In our program, a child who can benefit from guidance and individual attention is matched with a responsible, caring adult who helps him or her with school, career awareness, and personal issues. We believe this unique, one-to-one relationship is key to successful mentoring.

What are the problems mentoring is designed to help solve?

The problem of school dropouts has reached epidemic proportions. About one million young Americans drop out of school each year.

Increasing numbers of children—at increasingly early ages—are becoming victims to social ills such as drugs and alcohol abuse, teenage pregnancy, and street violence.

Growing up has never been easy, but the transition to early adulthood nowadays seems even more difficult. And it is not only inner city children that should concern us. Also at risk are many middle class children from broken or single-parent families, or even from overworked two-wage-earner families.

Today, nearly two-thirds of children come home to an empty house. The national average for one-to-one parent-child interaction is just 15 minutes a day. By contrast, the average teenager spends three hours a day watching television, much of it violent or salacious, and little of it educational or uplifting.

Attorney General Janet Reno recently cited lack of parental supervision and attention as a cause of increased juvenile delinquency and crime. The Attorney General emphasized that many middle-class children, not merely children in poverty, suffer from this pervasive form of child neglect.

In terms of skills, attitudes, and expectations, many of today's youth are totally unprepared to enter the workforce. New York Telephone had to test 57,000 job applicants before finding 2,000 who qualified for entry-level positions. Nationally, American high schools graduated 700,000 students last year who could not even read their diplomas.

We cannot afford to let so many thousands of children squander their lives and talents. It is clear to all of us that startling numbers of children are at risk of failure—failure in school, failure in the workplace, and failure in life—and are in dire need of help. There is no time to lose.

Time and time again, the man or woman who rose above difficult circumstances to achieve success attributes his or her accomplishments to the inspiration and guidance provided by a role model—a family member, a teacher, a coach, or a concerned person in the community—who believed in him or her. Mentors provide this positive role model to children in need.

Dr. Ernest Boyer, president of the Carnegie Foundation for the Advancement of Teaching, and one of the Nation's most esteemed experts on education, has stated: "If every at-risk student had an in-school mentor, that one act could cut the dropout rate in half."

A survey of mentoring programs by Louis Harris and Associates showed that through mentoring:

- 60 percent of students achieved higher grades;
- 75 percent of students were inspired to try harder;
- about half of the students felt they were more likely to stay off drugs and out of trouble; and,
- many reported improved relations with teachers, and even with family members.

The educators—superintendents and teachers—have embraced the program which they know is beneficial to all the children. The NYSMP is an added support for parents.

Participating organizations—business firms, nonprofit groups, and government agencies—recruit groups of 10 or more employees who are willing to dedicate a minimum of four hours a month for one school year to a child in need.

Mentoring is cost effective because it relies on volunteers. Our adult mentors contributed more than 100,000 volunteer hours last year. The program has recruited mentors and received support from 120 partner organizations, including major corporations, community organizations, colleges, senior groups, associations, and civic groups.

Participating businesses know they are helping to nurture their future workforce. And they report that their employees feel more satisfied by their jobs and have greater appreciation for their employers.

As one participating business leader explains, "NYSMP enables (businesses) to respond to a genuine need. My observations are that it makes our employees feel good about themselves, great about their mentees, and positive about our company. Everyone's a winner."

Our mentors often tell us about the satisfaction they derive through knowing they have made a difference in a child's life. I can vouch for these feelings personally. I, too, am a mentor.

With the Federal efforts to rekindle a renewed interest in community service, and with corporate America's increased recognition that today's at-risk children need help to become the productive working adults of the future, now is the time for a major expansion of the New York State mentoring program model.

The Elementary and Secondary Education Act, which Congress will consider in the coming weeks and months, should be amended to make one-to-one, school-based mentoring an activity eligible for funding and support under the major Federal assistance programs authorized by that Act. We are pleased that mentoring is included in a number of provisions in President Clinton's "Improving America's Schools Act," which will form the starting point for the legislative process.

Additionally, Education Secretary Richard Riley should implement Congresswoman Pat Schroeder's excellent plan for convening a national conference to encourage States to develop statewide mentoring programs.

Children around the Nation would benefit if other States followed New York's example and created their own public-private partnerships to mentor children.

Government can't do it all. All the money invested in schools won't improve children's academic performance if they lack the motivation and discipline and family support to succeed. All the programs for financing college education won't prevent troubled teens from dropping out of high school unless they develop the desire to become productive, independent citizens with hope for the future. All the criminal laws we enact won't stop teenage crime if young people lack values and have no sense of right or wrong.

Mentoring has beneficial impacts not only on the student mentees, but also develops a strong bond between school and community. The program encourages partnerships which have long-lasting ramifications leading to increased business and community support.

We cannot afford to keep losing children to drugs, teenage pregnancy, or despair. Mentoring is a solution that works, one child at a time, for all children. Mentors give children the tools to succeed. Mentors teach them to value themselves.

Our future depends on our children staying in school and becoming well-educated. Mentoring is an important investment in our most precious resource—our children.

Ms. CONNELL. Good morning, or good afternoon, actually. I'm Noreen Connell, the executive director of the Educational Priorities Panel. EPP is a 17-year old coalition of civic groups that work together to ensure the maximum resources available to the public education system go to instruction and services to children.

The Educational Priorities Panel urges you to support the Chapter 1 targeting formula proposed by Secretary Riley. From EPP's perspective, Chapter 1 funding is the most pointed example of Federal policy gone awry. It was never intended as a Federal funding stream for local school district operations, but as a means of improving low-income children's academic achievement.

Now in my testimony I go and cite several examples from both the GAO study and the Chapter 1, National Assessment Report. But I think if you look at the end of my testimony, you will find the first graph. And in the first graph you will see that the achievement level of all students, whether they are Chapter 1 eligi-

ble or not, in high-poverty areas, is similar to the achievement of low-income children in less poor communities.

In other words, both research projects have found out that there is a direct link between poverty and low academic achievement where there are high concentrations of poor children. This is why the targeting has been changed. Because so many local school districts will be losing Chapter 1 funding, there is already opposition to changes in targeting.

In New York it is true that a majority of counties will see a decrease in their Chapter 1 allocations, if the proposed targeting is adopted. But it should be noted that a majority of Congress members from New York State will see many of their districts gain Chapter 1 funding. I urge Congress members Eliot Engel and Major Owens, as the two New York representatives on the Committee on Education and Labor, to play a leadership role in making the New York congressional delegation strong advocates for the educational needs of low-income children.

Let me give you a graphic example about how Chapter 1 targeting works today in New York State, and ask you whether this targeting should be preserved, and whether it is helping the majority of poor children. All five schools are deemed Chapter 1 eligible in the Roslyn, Long Island School District, which has a districtwide poverty rate of 8.5 percent.

Similarly all six schools in Great Neck, with a districtwide poverty rate of 10 percent are deemed eligible for Chapter 1 funding for eligible students. But recent research conducted by the Community Service Society of New York, found that in this city 46 public elementary schools, with student poverty rates of over 50 percent, are ineligible to receive Chapter 1 funding because the city's districtwide poverty cut-off point for school eligibility is now an astounding 62.23 percent.

The sad reality, is that should Secretary Riley's proposed targeting reform be adopted, in all probability the city would keep to the current cut-off point of 62.23 percent, but would not have to raise this to 65 percent or 67 percent next year. The last three years it has been increasing by five percentage points every single year.

Now I want to make a few more points. The Educational Priorities Panel supports the statement issued by the steering committee of the Independent Commission on Chapter 1, and, in particular, we are disappointed that while the legislation is intended to raise the standards for instruction provided to low-income children, it does not ensure that Chapter 1 funds will be used to expand and improve the quality of staff development provided to teachers and school administrators.

In the Independent Commission on Chapter 1, they have wanted a definite set-aside for staff development. There is no set-aside in Chapter 1 under the current proposal.

In a related matter, for all the rhetoric about accountability in the legislation, there are ultimately no consequences for a school or school system, if remediation and other services are not improving the academic performance of low-income students. In short, ESEA's section on Chapter 1 sets out goals, but no road map for achieving

them and no sanctions for not meeting them. We like the rhetoric, we do want to make that clear.

I just have two final points to make. The first one has to do with immigration aid. We really had hoped that there would be a sizable increase of money in this area. Chapter 1 was not intended to be immigrant aid. We want to just give you some statistics here.

The New York City's Mayor's Office reports that the Federal Government contributes only $5 out of $664 per pupil that it costs the Board of Education to provide additional instructional services to limited-English-proficient students. The bulk of that money is provided by the State of New York.

Since the Federal Government sets immigration policy, it seems logical to the Educational Priorities Panel that this unit of government needs to provide greater assistance to local school systems that are affected by immigration.

The last point I want to make is, from 1980 to 1992, the Women's Educational Equity Act Programs, established in 1974 to promote the elimination of sex bias in education, experienced a 95 percent reduction in appropriations, that was from $10 million to just $500,000, and the elimination of central coordination for these programs.

Failure to address this problem has meant that the United States, alone among nations with equal participation rates of girls and boys in primary and secondary education, still has a significant gender gap in mathematics achievement levels.

While the amendments to ESEA reflect some of the provision of H.R. 1793, introduced by Congresswoman Schroeder on behalf of members of the Congressional Caucus on Women's Issues, it does not go far enough. A funding level of $2 million for a national program is far too modest, given the fact that the gender gap in mathematics continues to prevent a significant number of women from entering nursing and teaching as well as non-traditional occupations. This is the end of my testimony.

[The prepared statement of Ms. Connell follows:]

Statement of Norreen Connell

Good morning. I am Noreen Connell, the executive director of the Educational Priorities Panel. EPP is a 17-year old coalition of civic groups that work together to ensure that the maximum resources available to the public education system go to instruction and services to children.

I am testifying today on the Reauthorization of the Elementary and Secondary Education Act. The Educational Priorities Panel urges you to support the Chapter 1 targeting formula proposed by Secretary Riley. From EPP's perspective, Chapter 1 funding is the most pointed example of federal policy gone awry. *It was never intended as a federal funding stream for local school district operations*, but as a means of improving low-income children's academic achievement.

Both GAO and Chapter 1 National Assessment reports have documented that a disproportionate number of low achievers reside in counties with high numbers of poor children. The GAO report found that in high poverty communities, on average, there were 4.9 low achievers for every 10 low-income students. Where there was no concentration of poverty, there were 2.9 low achievers for every 10 low-income students. The National Assessment report found that over half the students in schools serving high-poverty communities were low achievers, but only 8 percent of students in schools serving low-poverty communities were low achievers.

In fact, this research found that the academic achievement levels of children from low income families eligible for Chapter 1 services but attending schools in affluent districts were higher than the achievement levels of most students (whether Chapter 1 eligible or not) attending schools in low-income districts. The attached graph from the U.S. Department of Education's September 13, 1993 summary of the ESEA shows the cumulative affects of a concentration of poverty on student achievement.

Yet under the current Chapter 1 targeting system, urban high-need counties generally receive less funding per low-achieving child than rural and mixed high-need counties. The new targeting proposed by Secretary Riley would shift 34 percent of the funds from the lowest poverty counties and 17 percent from the second lowest poverty counties in order to increase funding to the highest poverty counties by 15 percent and the second highest poverty counties by 1 percent. (On the last page of this testimony you will find a second graph I have reproduced from the same source as the first.)

Because so many local school districts will be losing Chapter 1 funding, there is already opposition to changes in targeting. In New York, it is true that a majority of counties will see a decrease in their Chapter 1 allocations if the proposed targeting is adopted, *but it should be noted that a majority of Congressmembers from New York State will see many of their districts gain Chapter 1 funding*. I urge Congressmembers Eliot Engel and Major Owens, as the two New York Representatives on the Committee on Education and Labor, to play a leadership role in making the New York Congressional delegation strong advocates for the educational needs of low income children.

Let me give you a graphic illustration about how Chapter 1 targeting works today in New York State, and ask you whether this targeting should be preserved and whether it is helping the majority of poor children. All five schools are deemed Chapter 1 eligible in the Roslyn, Long Island school district, which has a district-wide poverty rate of 8.5 percent. Similarly, all six schools in Great Neck, with a district-wide poverty rate of 10 percent, are deemed eligible for Chapter 1 funding for eligible students. But recent research conducted by the Community Service Society of New York City found that in this city 46 public elementary schools with student poverty rates of over 50 percent are *ineligible* to receive Chapter 1 funding *because the city's district-wide poverty cut-off point for school eligibility is now an astounding 62.23 percent.* The sad reality is that should Secretary Riley's proposed targeting reform be adopted, in all probability the city would keep to the current cut-off point of 62.23 percent, but would not have to raise this to 65 or 67 percent next year.

This reauthorization act is a modest beginning in making Chapter 1 function as intended and to use federal funds more wisely. Maybe, in the future, there will be federal support for local school operations, but as long as this is not current federal policy, then targeting should be improved to ensure that Chapter 1 funds are directed to those children whose academic performance is most negatively affected by poverty.

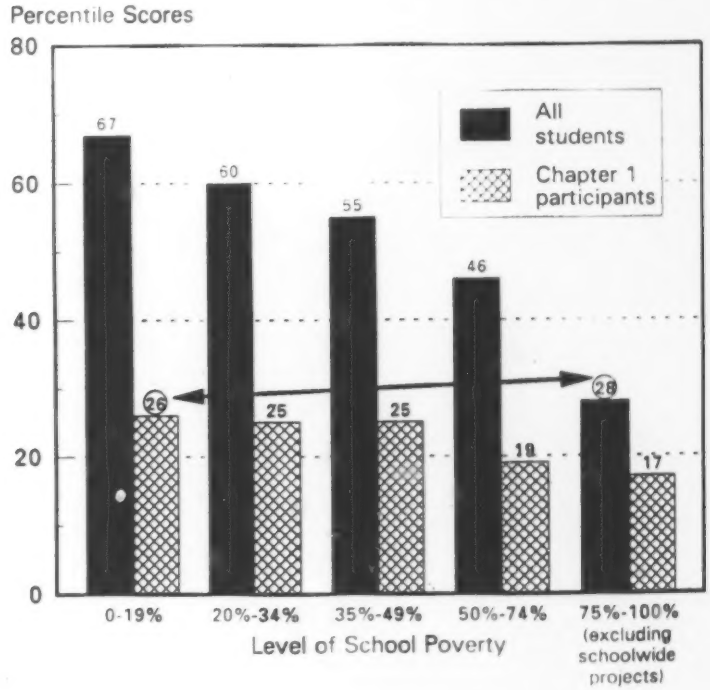
I do have some additional comments to make on Chapter 1 and ESEA as a whole. The Educational Priorities Panel supports the statement issued by the Steering Committee of the Independent Commission on Chapter 1, and in particular we are disappointed that while the legislation is intended to raise the standards for instruction provided to low income children, it does not ensure that Chapter 1 funds will be used to expand and improve the quality of staff development provided to teachers and school administrators. In a related matter, for all the rhetoric about accountability in the legislation, there are ultimately no consequences for a school or school system if remediation and other services are not improving the academic performance of low income students. In short, ESEA's section on Chapter 1 sets out goals, but no road map for achieving them and no sanctions for not meeting them.

In closing I would like to point to two major weaknesses in the proposed Elementary and Secondary Education Act which should be addressed by Congress:

1) Currently, Chapter 1 funds are being stretched even further by the flood of immigration that New York City has experienced in the last decade. Over 120,000 new immigrant students have entered our schools in the last three years alone. Title VII seems to refashion Bilingual and Immigrant Education programs and funding, but does not provide a significant increase in money. The New York City Mayor's office reports that the federal government contributes only $5 out of the $664 dollars per pupil that it costs the Board of Education to provide additional instructional services to Limited English Proficient students. *Since the federal government sets immigration policy, it seems logical to the Educational Priorities Panel that this unit of government needs to provide greater assistance to local school systems that are affected by immigration.*

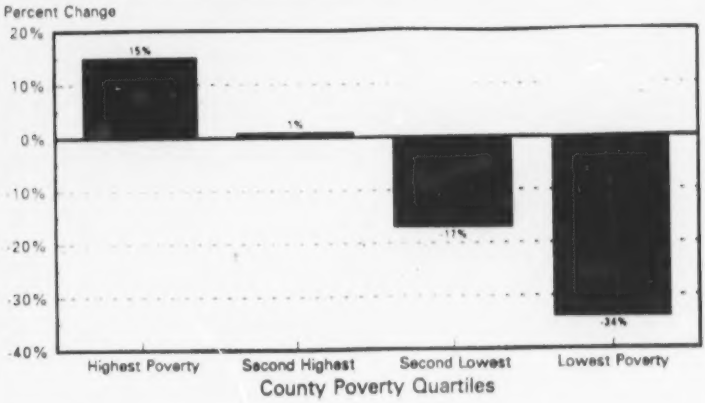
2) From 1980 to 1992, Women's Educational Equity Act programs, established in 1974 to promote the elimination of sex bias in education, experienced a 95 percent reduction in appropriations (from $10 million to $500 thousand) and the elimination of central coordination for these programs. *Failure to address this problem has meant that the United States, alone among nations with equal participation rates of girls and boys in primary and secondary education, still has a significant gender gap in mathematics achievement levels.* While the amendments to ESEA reflect some of the provisions of H.R. 1793 introduced by Congressmember Schroeder on behalf of members of the Congressional Caucus on Women's Issues, it does not go far enough. A funding level of $2 million for a national program is far too modest, given the fact that the gender gap in mathematics continues to prevent a significant number of women from entering nursing and teaching as well as non-traditional occupations.

Exhibit 1
The average 4th grade reading achievement of all students in high poverty schools is about the same as Chapter 1 participants in low poverty schools



Source: Prospects (Abt Associates, 1993).

Exhibit 3.
The proposed improvements in targeting would result in the highest-poverty counties receiving a 15 percent increase in Chapter 1 funding, while the lowest-poverty counties would lose 34 percent of their Chapter 1 funds.



Source: Office of Policy and Planning

Mr. ENGEL. Thank you all very much. I'll turn the microphone over to Congressman Owens for questions.

Mr. OWENS. Thank you all for your testimony. I just want to begin with Ms. Robinson. You said that you hoped that this process doesn't get bogged down in politics. Let me appeal to you to participate in the politics. It is already bogged down in politics. Any expenditure of funds always gets bogged down in politics. Here is a situation where there is a direct benefit to be received from participation in this process.

We have a President who has agreed to do what large numbers of people have urged should be done, that is, don't spread the money out so that every district gets some little piece of it. As Ms. Connell has said a few minutes ago, it was never meant to be a funding stream for school districts. The Title I funds were meant to go to low-income areas, and to be targeted to help districts with extreme poverty.

So here is a situation where the President and the Secretary of Education have proposed that we make a correction and we channel the money into the areas of greatest need. Now, they haven't proposed that we appropriate enough money so that every district that has money now from this program now will not lose any, and I think they should. I think the country can afford it and we'll try to push for that.

But if that doesn't happen, there is going to be a fight to keep the present situation where the funds will continue to flow, as they are, not to the areas of greatest poverty. And Ms. Connell has just shown what that means. In New York that means that the cut-off point for schools will go up because we'll be getting too little money. The same amount of money that we are getting now means that the cut-off will go up. We need the extra that will come as a result of targeting those areas of the greatest need.

So I hope you parents—and you will take the message back—will really get involved in this. Parents don't have a representative in Washington. Some superintendent of the Chancellor said New York City no longer has an office in Washington. New York State does.

But as you heard my dialogue with the State representative, I'm not sure the State is going to be advocating intensely for this present proposed situation. They are not going to be behind the President. They may be in favor of some compromise where the money will not be targeted to the poorest areas after all.

I'm asking you to understand that we need your help. We need you to participate in politics. It's not a dirty process, it's the only one we have.

Mrs. ROBINSON. But the main goal is the children. The PTA, we do think about the children. That is our goal. And we basically stick with the children and their education, not just taking teachers out of the school to benefit—and then making it overcrowded in classrooms. We are losing two teachers now, okay? And we cannot really afford that because that is going to be overcrowded classrooms.

That will be a number of 37 kids in two fifth grade classes on the third floor, in the fifth grade. We only have three fifth grade classes now. Cut one class out and put it in another, it's going to get overcrowded.

We don't need any bridge classes in our school right now. As far as the second grade, they are thinking about taking a teacher out of there too. And that's not going to even help our kids. I mean, our grades in this school is not that high. And, I mean, to take a teacher out of the school is not going to benefit us, it's going to even put us back down to the poll, where we want to be up more.

Mr. OWENS. Yes. Please encourage your parents to get more involved. You are talking to us today. Congressman Engel is here, your immediate representative. You have two representatives in the Senate, one is very powerful. Senator Moynihan is the head of the Senate Finance Committee. The other is very powerful because he makes a lot of noise, Senator D'Amato.

So, you know, get involved. And understand that solving your problem of overcrowding cannot be done here. It has to be done where the money is appropriated, and the Federal Government is one of those levels that you need to be involved in. It's not bad to be involved in politics.

Mr. Rhodes, I just have one question. I have a problem every year trying to get enough competition. We have a Congressional Arts Contest where the winner of the contest in a given district has their art work hung on the walls of the passage between the Capitol and the Cannon Office Building. I have a problem getting enough participation in that to make it a contest, and we give $500 to the winner.

In the high schools there are enough—and I have about 12 high schools in my district, and lots of other youngsters who go to high school outside my district, they're eligible too—and it's just a poverty of applicants for that situation.

We've been going around to try to find out what's wrong, and we find that in most of the high schools there is not much going on in terms of the teaching of art. You said that there is a mandate by the State?

Mr. RHODES. Yes.

Mr. OWENS. Is that a mandate for the high schools, as well as the elementary schools?

Mr. RHODES. There is a mandate for high schools also.

Mr. OWENS. That they must provide art instruction?

Mr. RHODES. Art and/or music.

Mr. OWENS. You said art and music?

Mr. RHODES. Or.

Mr. OWENS. Art or music. Oh, they can provide one or the other?

Mr. RHODES. Or they can make up something that approximates that, in their view. That is another way of saying, evade it.

Mr. OWENS. All right. I'd like to learn more about that. I'll have my staff members investigate it more thoroughly. I think it's more than just the immediate schools of design, and the kinds of things that you pointed out.

We've got a whole culture that's visual, a whole culture that responds to television and videos, and you know, that is where the world is going. It's already there, but it's going there even more so. The visual is very important. And to have us treat that as if it's not important, is to do a great injustice to youngsters, many of whom have talent in that area and don't have it in other areas.

And many, as you pointed out, can be stimulated if they have an area that they are excited about. They'd learn math and science and other things because they're excited. Thank you for your testimony.

Mr. RHODES. Thank you.

Mr. OWENS. And Ms. Brody, I understand we are going to be trying to get into this bill some more specific assistance for mentoring programs. I certainly will do everything I can to help Mr. Engel to sort of codify that. We've met before and talked about how important this is.

And, finally, Ms. Connell, you are always on target. Thank you very much for your testimony. I always learn a great deal from your testimony.

Ms. CONNELL. Thank you.

Mr. ENGEL. Thank you. Let me ask Mrs. Robinson. I think you made the point very well, and I think Congressman Owens also made the point very well, that parental involvement is the key factor in insuring the success of our children. As the father of two children myself, and any day now, a third, I know how important it is. And I always feel guilty when I am running around doing my professional things and feel that perhaps I haven't spent as much time with my children.

From your experience as the PTA president, what do you feel is the greatest barrier for parents who wish to become more involved in their child's education?

Mrs. ROBINSON. Well, I feel that parents that are part of the PTA, most parents do come and support us, and they are involved, you know, with their kids. And we do have programs here which the parents do come in and, like, substitute.

And then we have a program which is a study program so that parents can know how to present themselves when they go into the classrooms and help the teacher out, so they can be like a trainee. They are not getting paid for it. It's voluntary. So we have a lot of parents that have—we have that program in our PTA.

Mr. ENGEL. Thank you. Mr. Rhodes. I couldn't agree with you more, making art and music eligible activities for funding. And I thank you for mentioning my bill, H.R. 2933, The Community Arts Partnership Act. I also want to acknowledge the work of Fern Lapidus who has really brought all of this to my attention, and who has been instrumental in helping my staff craft the hearing here today. I want to thank her for her hard work and dedication.

Can you, for the record, state why you think it is appropriate to establish an arts in education provision in ESEA rather than in the National Endowment for the Arts?

Mr. RHODES. Well, there is really one clear reason. The National Endowment is not set up to fund individual school districts or individual schools. It takes its mandate as something else. That is the first problem, that is a structural problem. The second problem is political. As you know, the Endowment is not Congress' favorite agency at the moment.

Mr. ENGEL. We had the vote last week on that.

Mr. RHODES. And it seems unlikely, although I don't think this is a good thing, but it seems unlikely that were such a piece of leg-

islation to be enacted as part of the charter of the Endowment, that it would ever be funded.

Finally, it seems to me that education seems to belong to the Department rather than to the Endowment, as such. And education, now that the arts are part of the goals, would belong in this legislation rather than in the Endowment.

Mr. ENGEL. Thank you. Ms. Brody, please convey to Matilda Cuomo my appreciation for having you testify on her behalf. I know she tried very hard to rearrange her schedule so she could attend today, but there are many, many things that she is doing, and many, many conflicts. But certainly is very well received.

Ms. BRODY. Thank you.

Mr. ENGEL. What is the current mechanism for the New York State Mentoring Program?

Ms. BRODY. We're currently a State agency, so we're an entity of the Urban Development Corporation.

Mr. ENGEL. And how would you envision incorporating a mentoring program model in the Reauthorization of the ESEA?

Ms. BRODY. I see it as an activity eligible for Federal funding stream so that it can be utilized for these different populations that are addressed in the bill.

Mr. ENGEL. We had some discussions with Congressman Owens, and I know there have been ongoing discussions between your office and my office, and we are going to work very hard to see what we can do to make that part of the Act. I mentioned before that I was a former teacher and guidance counselor in the New York City Public School System. As a guidance counselor, I feel very, very strongly about mentoring and what it can mean, and the difference it can make in a child's life.

I think that certainly our State, under Mrs. Cuomo's guidance, has really been a pioneer in this kind of concept. And First Lady Hillary Clinton, I had discussions with her about the mentoring program. They are looking towards the New York model as a model for the country, and hopefully we can achieve that.

Ms. Connell, as Major Owens said, your testimony is very much to the point and very enlightened, and really shows that we have much work that needs to be done. Can you tell me what your feelings are on Opportunity to Learn standards?

Ms. CONNELL. I'm afraid I cannot, because I am testifying on behalf of a coalition, and our membership has a diverse position on both that issue, comparabilities issues, and also testing issues. So I cannot testify on those three items because there is no consensus among the organizations belonging to EPP on those three issues.

Mr. ENGEL. Would that include assessment as well?

Ms. CONNELL. Yes. There are some organizations that are members of the Educational Priorities Panel that want to retain standardized testing, and do not believe that alternate assessment methods, or a reduction in testing program would be particularly good for the groups that they represent. And those are their positions. And other organizations have other positions so that we have no position. I guess we are a coalition.

Mr. ENGEL. As I had mentioned earlier, the administration's proposal has placed added emphasis on schoolwide reform projects. What is your organization's views on the role of the schoolwide

projects versus programs specifically targeted at high risk students?

Ms. CONNELL. Since we issued a report called, The Fourth R, Remediation Elementary Schools, we have been supporting schoolwide programs. We felt that they were better than pull-out programs. However, the New York City Board of Education has issued what are called Chapter I/PCEN Profiles. And I urge both of you to look at this publication for the school districts within your area.

One thing that has surprised EPP is the low performance of schoolwide programs. So while we are on record as supporting schoolwide programs, you really do have to look at the student gains year to year, and I don't think schoolwide programming money is being used in as expert a way as it should.

There has got to be more staff development so that schoolwide programming money is not used to buy xerox machines, photocopiers, not used for sundry programs that don't really pay off. And it's been a great disappointment to us that the pull-out programs show better year-to-year gains than some of the schoolwide programs.

So here we are, we're on record for three years as supporting, and loving, and encouraging the Board of Education to do this, and then when we've looked at the actual student outcomes, in some districts they are really appalling.

Mr. ENGEL. You know, there are varying themes in the testimony here today. But one of the themes that many people have mentioned is precisely what you've just highlighted. That people are feeling that pull-out programs are not the best way to go, and that the school-based programs are the way to go.

Ms. CONNELL. That was our position until we looked at district-by-district student outcomes, and the NCE gains in some of the schoolwide programs are negative, sir. They are negative.

Mr. OWENS. Do you have a study which shows that?

Ms. CONNELL. The Board of Education is now issuing district profiles, and it's called, Chapter I/PCEN Outcomes. And you can look at it for every district within your area, and take a look. This was the first time we had taken a look. And we have been, as I said, on record for three years consistently as favoring schoolwide projects over pull-out programs. And then we have just looked at these reports and we are shocked.

Mr. ENGEL. Well, thank you all very much. I want to thank all the panelists for their outstanding testimony, and I know that Major Owens, and I, and Donald Payne, and Tom Manton will certainly take all your recommendations back to Washington and share them with our colleagues as our subcommittee continues considering the Reauthorization of the Elementary Secondary Education Act, and the administration's proposal.

I want to, again, thank Principal Dolores Allen McIntyre for her assistance in allowing the committee to hold its hearings at P.S. 112 today, as well as District Superintendent Joe Kovaly, and the local school board, Loretta Jones, and Pearl Ginsburg, and the other members.

The hearing record will remain open for two additional weeks for any additional testimony. If there is anyone that wishes to submit

additional testimony, we will certainly welcome it, accept it, and make it part of the record.

I'm glad that we have some more students from P.S. 112 coming in to observe the proceedings. They look wonderful and bright, and we welcome you here.

We really have a great commitment. I know I speak for Congressman Owens and myself, again, as the two members of the Education and Labor Committee from New York. Congressman Owens represents Brooklyn, and I represent the Bronx and Westchester County. And we have a commitment to education, and a commitment to ensuring that New York State is not shortchanged.

It's very interesting when we get to Washington during committee deliberations, and we find that some of the other States feel that New York is getting more money than it is entitled to. States like California and Texas who feel that the census undercounts them, and they have to wait 10 years while the State is gaining population until they get their fair share. They very often vie with us for Federal dollars.

But I think that with the new administration, we finally have an ally in the White House that I believe we have not had for the past 12 years, in terms of understanding the problems of urban America, and understanding the problems that we have in education, particularly in our inner cities. And I look forward to working with the administration to ensure that New York does not get shortchanged.

As I mentioned before, one of the mechanisms that is used is the total population in terms of the rest of the country. And while according to the Census, which we think is incorrect, New York's population while not shrinking has gained less than the median of the country. We certainly note that the problems we have in education in New York have not lessened, in fact they have increased. So, if anything, more Federal funds will be needed, and Major Owens and I will fight to make sure that everyone is held harmless so that there will not be a lessening of funds.

I thank you all, once again, for your attendance. I am very, very glad that we were able to bring this subcommittee hearing to the Bronx, rather than have it in Washington where many people may not have had the opportunity to testify or to observe. Thank you once again. The committee stands adjourned.

[Whereupon, at 1:35 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

STATEMENT OF FRANK PIZZURRO, CONTACT, HON. ELIOT ENGEL'S NEWSLETTER

HOUSE ADOPTS "GOALS 2000" EDUCATION REFORM

As a member of the House Committee on Education and Labor, Congressman Eliot Engel (D.–NY) helped craft the "Goals 2000" education reform legislation which passed the House today by a vote of 307–118. The education standards called for in the bill will set a foundation for improving schools for all students.

"For the first time, we will develop a set of standards that all teachers, students and parents can aim toward. Although the goals will be uniform across the Nation, the Federal Government will not infringe on local and State control of education. We will simply provide the guidance and financial support needed to raise student achievement," Congressman Engel aid.

Revised national education standards will be formulated by a panel made up of educators, labor leaders, parents and administrators. They will stem from seven basic education goals for the year 2000 spelled out in the bill, including:

- all children will start school healthy and ready to learn;
- high school graduation rates will increase to at least 90 percent;
- all children will leave grades 4, 8 and 12 having demonstrated competency in challenging subjects, including English, math, science, foreign languages, civics, arts, history and geography;
- teachers will have access to programs that help improve their professional skills;
- U.S. students will be first in the world in math and science;
- every American will be literate;
- every school will be drug-free and violence-free.

Each State will be given the flexibility to achieve these goals and meet new standards within the State's own education programs. The goals are backed up by a $393 million Federal grant program, which will help develop local plans to reform curriculum, purchase equipment, and provide health and social services.

Congressman Engel said he would continue working within the Education and Labor Committee to direct resources to urban schools, where there is a dire need for new textbooks, computers and school repairs. "We have established the goals, now we must work on ensuring that our schools have the tools needed to meet these standards," Congressman Engel said.

Part of that process involves passing bills Congressman Engel has introduced in Congress, including the Safe Schools Act of 1993 (H.R. 2455), which would provide funds for anti-violence programs, and the Community Arts Bill (H.R. 2933), which would support innovative programs in the creative arts.

The "Goals 2000" bill was developed by the Subcommittee on Elementary, Secondary and Vocational Education, of which Congressman Engel is a member. He represents areas of the Bronx and lower Westchester County.

REPRESENTATIVE ENGEL CHAIRS EDUCATION SUBCOMMITTEE HEARING IN THE BRONX

All levels of the New York education system—from State and city administrators to union and business leaders—were represented today at a congressional hearing held today in the Bronx to discuss Federal education reform.

The hearing of the House Education and Labor Subcommittee on Elementary, Secondary, and Vocational Education was chaired by Congressman Eliot L. Engel (D.–Bronx/Westchester), who was joined by fellow committee member Representative Major Owens (D.–Brooklyn).

"Despite our well-intentioned efforts, our education system is failing to successfully meet the needs of all our children. The problems are complex and there are no easy answers. That is why I asked the subcommittee to conduct a field hearing in New York, where more than a million students are affected by the steps we take in Washington, DC," Congressman Engel said. "New York has proven to be an excellent testing ground for new and innovative schools programs. I believe that the knowledge and recommendations gathered here today will provide valuable insight on the current needs of our students."

The hearing is one of several being held throughout the country to discuss the "Improving America's Schools Act" being debated in Congress, which would rework the largest Federal education program, the Elementary and Secondary Education Act (ESEA). Established in 1965 by President Lyndon Johnson, ESEA initially offered Federal aid to school in low-income communities. Since then, ESEA has grown to include many Federal programs designed to help children, teachers and administrators.

A movement is on in Washington DC that would refocus Federal programs on their original intent—to assist at-risk students in low-income areas. Under certain proposals, New York City's share of Federal Chapter 1 funds would increase by as much as $70 million. Much of the discussion at today's hearing centered on ways of reaching at-risk children, improving students' performance, enhancing professional opportunities for teachers, and strengthening the partnership between the public and private sectors.

Testimony was offered by Ramon Cortines, the new Chancellor of New York City schools; Sandra Feldman, the teachers' union president; Ronald Shelp, President and CEO of the New York City Partnership; school officials from New York State, New York City, the City of New Rochelle, and Bronx Community School District 11; and the president of a Bronx parents' organization.

The hearing was held at P.S. 112, an elementary school in the Baychester section of the Bronx.

Congressman Engel represents areas of the Bronx and lower Westchester County.

STATEMENT OF MARIO J. PENA, ED.D., EXECUTIVE DIRECTOR, PLAN FOR SOCIAL EXCELLENCE, INC., MOUNT KISCO, NEW YORK

During the past two years, as part of our Westchester Initiative for Homeless Children project, the staff of the Plan for Social Excellence, Inc., has reviewed local, State, and Federal policies that affect homeless students and their access to educational services. In January, 1993, we published our findings in a report entitled *Slipping Through The Cracks*. In our research we found that inadequate transportation, absenteeism, and a lack of school records continue to deny homeless children equal access to educational programs and services. Federal funds provided through the McKinney Act of 1987, and subsequent amendments in 1990 insure that, in most cases, adequate funds are available to remedy the current situation. Restrictions on how these funds are administered by local educational districts, however, need to be examined.

Currently, the McKinney Act requires that funds allocated to State educational agencies be granted to local educational agencies with the following restriction: 50 percent or more of the grant must be spent on tutoring and remedial services. Unfortunately, in many cases, a homeless student's access to educational services are hampered by: slow transfer of academic records, lack of transportation to school activities which already exist, absence of professional staff training, and, inadequate inter-agency collaboration.

We recommend that the current funding restrictions be removed, which will allow for funds to be granted based on the specific needs of homeless children in a given local educational district.

After reviewing the draft proposal submitted by the Department of Education earlier this month, we believe that the amendments to section 723, subsection (d) adequately address our concern:

> This subsection would delete both a reference in current law to "primary" and "related" activities and the requirement for a percentage of the funds to spent on each type of activity. This change would eliminate confusion and unnecessary limitation on State and local efforts to meet the unique needs of homeless children and youth in different locations.

Although the critical problem for homeless children—permanent housing—will not be solved by educational programs alone, it is our belief that improved educational opportunity will provide a structured and stable environment in which these children can develop into contributing citizens.

To this end, we recommend that the amendments to section 723, subsection (d) of the law be maintained in the bill presented to Congress for reauthorization this year.

Thank you for your attention to this matter.

STATEMENT OF HOWARD GOLDEN, PRESIDENT, THE BOROUGH OF BROOKLYN, BROOKLYN, NEW YORK

Congressman Engel, members of the House Standing Committee on Education and Labor, thank you for the opportunity to submit testimony on this crucial subject.

The reduction in Chapter 1/Title I funds to New York City is crippling our children. Over the past four years, the Board of Education has suffered reductions in tax levy funding. A cut in a significant Federal funding stream on top of this reduction is unthinkable. Our children have been fighting an uphill battle to obtain an

education. Every resource must be maintained in order to ensure their success in school.

The scheduled reduction of New York City's Chapter 1/Title I funds is tied to a reallocation of funding nationwide. This redistribution of resources is based on what I consider to be inaccurate and unrealistic data, the 1990 Census. It is well known that the City of New York was severely undercounted. I have documented a significant undercount in Brooklyn in my report: *Brooklyn Counts*. According to this study, 16.9 percent of the households in Brooklyn were not counted in the 1990 Census. When a 3.5 percent margin of error is considered, the undercount could be only as low as 13.4 percent or as great as 20.4 percent. These percentages convert to an undercount ranging somewhere between 310,000 and 472,000 Brooklynites. My study further found that Black Brooklynites were more likely to be undercounted than White Brooklynites. Of Black households polled, 20.6 percent reported not being counted; White Brooklynites reported an undercount of 13.2 percent. When the margin of error of 6 percent for the subsample is considered, as few as 14.6 percent or as many as 26.6 percent of Black households were not counted. The range for White households runs from 7.2 percent to 19.2 percent. Among low-income Blacks, the undercount is even higher with 23 percent reporting not being counted.

It is clear from these statistics that impoverished children in New York City were seriously undercounted in the last Census. This would explain the fact that poverty appeared to decrease between 1980 and 1990. This seeming reduction in poverty was a major factor in determining the level of funding allocated to New York City. I strongly recommend that appropriate adjustments be made to the Chapter 1/Title I allocations and that the New York City funds be restored. To penalize our children for the next 10 years because of faulty data is unconscionable and must not be allowed to happen.

Another issue which must be addressed in considering the reauthorization of Chapter 1/Title I is the way in which poverty is measured in the distribution of funds. The current methodology uses a single national income standard to define poverty. This measure overlooks the fact that the cost of living varies greatly across the country. Certainly, New York City is well above the national average in this regard.

It has been well documented that the achievement of an average student in a high-poverty school is lower than the achievement of an average student in a low-poverty school. This phenomenon can be attributed to the fact that obstacles to learning tend to be concentrated where poverty is concentrated. To address this and to equip our schools with resources adequate to the situation, Chapter 1/Title I funds must be targeted to reach the highest poverty schools and districts.

The last issue which must be considered with regard to the reauthorization of ESEA is that of immigrant aid. New York City has long been the point of entry for immigrants from all over the world. I am proud to note that Brooklyn is currently home to people from nearly 100 different countries. A recent trend in world migration has brought hundreds of thousands of new immigrants to New York in the past few years. Reports from Board of Education staff indicate that many immigrants who are high-school age students have never seen the inside of a school building and have never before held a pencil. Needless to say, they cannot read or write. Special resources must be made available to the New York City school system to ensure that these children receive appropriate education and training so that they can become productive and successful citizens. To achieve this, immigrant aid must be increased to New York, as well as other areas which are experiencing an influx of large numbers of immigrants.

These issues are crucial to the well-being and education of our children. The adequacy of resources and funding for education will seriously impact on the future of New York City and the entire country. I urge you to make every effort to ensure that adequate and appropriate funding is made available so that our children receive the best education possible. I would be pleased to assist the committee in its efforts to obtain greater resources for the children of this city.

I appreciate this opportunity to address the committee.

78-383 O - 94 - 4

Written Testimony Submitted by Susan Breslin to Congressional Hearings on ESEA Reauthorization Convened by the Hon. Eliot Engel, M.C. Monday, October 18, 1993, Bronx, New York

Ten years as a non-profit, district, state, and Federal educational equity consultant have convinced me that Chapter 1 (Title I) could be a powerful force to bring about equal outcomes for poor children. The proposed reauthorization bill contains many reforms which would bring that promise closer to reality.

However, in some ways Chapter 1 funding is more inequitable than state funding which has been the subject of many law suits. The proposed bill's commendable efforts to target Title I toward poorer counties, by changing both the basic and concentration grants, are a significant improvement. But another way to target funds -- giving concentration grants only to schools above a statewide school poverty average -- may target more precisely with less political cost, and also create a framework to resolve other reauthorization issues. I tested that alternative in three states. Targeting schools above a state average not only directs funds to poor schools, but focuses on other severe educational needs.

Fundamental Problems with the Current and Proposed Systems

Chapter 1 services are plentiful in many schools and districts which need them least -- those with low poverty concentrations. Educationally disadvantaged children, whether they are poor or not, are more apt to get Chapter 1 services in low-poverty districts. The same is true for schools. Whether they have concentrations of poor students or not, schools are almost as apt to offer Chapter 1 services if they are in an affluent district as in a poor district.

The bill does not resolve two causes of that inequity:

Inadequate Federal data. The cumbersome distribution of Chapter 1/Title I funds is a product of census data. Aside from well-known problems with the census -- it undercounts the poor, it projects a frozen moment in time across ten years, and it cannot be reliably updated during the decade in small or sparsely populated areas -- census data can distribute education funds only to the county level. Yet because the census is the best available Federal data, it allocates funds which can make or break poor children.

The 1988 amendments and the proposed bill try to manipulate this crude instrument to bring about greater equity. But because they continue to rely on the county as a unit of distribution, these contortions cannot compensate for extreme differences among districts within and astride county lines, or recognize school poverty as distinct from child poverty. Only after county allocations are made do further adjustments and optional state actions and district decisions take into account the variety in schools and districts across the country. Some of those options compound the fundamental inequity of funding by county unit.

Failure to target poor schools. The well-documented link between low family income and a child's low performance forms the base of Title I/Chapter 1 policy. Two Chapter 1 assessments have documented a second link, poor schools, between poverty and poor performance. Most students in poor schools underperform whether they are poor or not. Problems in these schools are bigger than the sum of problems of their poor students.

All Title I funds are distributed per capita to counties, and then to districts. That method ignores school poverty. It hands a poor district an agonizing choice: cannibalize itself to address extra needs in poor schools, or spread resources so thinly that

they make little impact. It treats a poor district in an affluent county the same as its privileged neighbor: both districts get the same per capita allocation, and the poor district may not get concentration funds because of county affluence. It treats a district where most children attend public school exactly the same as a district where affluent students attend non-public schools, and public schools serve mostly poor students.

Another Way to Look at School Poverty

The census provides the best available Federal data, but not the best available data. States can measure school poverty. None of their measures are perfect, but neither is the census. The most reliable measure of school poverty, or poor students attending the school, is the percent of students eligible for free (not reduced price) lunch, a threshold close to the poverty line.

Free lunch data has been criticized because the typical high school has fewer free lunch students. It has been assumed that adolescents are reluctant to disclose poverty. However, the census and other data make it clear that high schools also have fewer poor students. Poverty is concentrated in families with young children. Drop-outs are disproportionately poor. Young victims of fatal violence, accidents, and disease are mostly poor. And poor teenagers are over-represented in corrections institutions and alternative schools (which typically have high free lunch counts).

The failure of census data to target school poverty can be demonstrated. I tested the effects of identifying schools above the state's school poverty average in three states (Connecticut, New York, and South Carolina), using free lunch to measure poverty. The results showed that a state school poverty average pinpoints high-need schools more precisely than county-based methods. Results included:

• Finding poor schools. Almost every county in each state had schools above the state school poverty average. But the distribution of those schools between districts varied greatly. Most districts in two of the three states had no schools above the state school poverty average:

	Total	With School(s) Above Average
Connecticut (avg: 14%)		
Districts	169	61 (36%)
Counties	8	8 (100%)
New York (avg: 34%)		
Districts	716	172 (24%)
Counties	62	58 (94%)
South Carolina (avg: 37%)		
Districts	91	78 (86%)
Counties	46	45 (98%)

Where poverty is spread across the state, rather than highly concentrated in some urban and rural districts, more districts are likely to have at least one school above the statewide average. But the size and scope of districts is at least equally important. Most South Carolina counties are served by a single district; a county-wide district is apt to have at least one poorer school. New York's and Connecticut's many small districts are less likely to have a poorer school.

Finding non-Chapter 1 poor schools. The data showed startling inequities in the designation of Chapter 1 schools. Even in South Carolina, where at least one school in most districts is above the state poverty average, about 25% of current Chapter 1 schools fall below the state average. Almost the same number of schools above

the state average are not currently served because their districts decided which schools to serve (e.g., not high schools), or wanted to concentrate funds in the most needy among many poor schools.

In Connecticut, schools below the 14% state average were almost as likely to offer Chapter 1 services as those above the average. Of 328 schools above the average, 70% are Chapter 1; schools as poor as 69% are not served. Of 628 schools below the average, 60% are Chapter 1, even some with a school poverty of zero. Almost two-thirds of the state's 956 schools offer Chapter 1 services, and almost two-thirds of those Chapter 1 schools are less poor than the state average.

In New York City's five counties, 661 schools above the 62% citywide poverty average are now served. Another 164 schools are poorer than the 34% statewide school poverty average, but not poor enough to qualify for Chapter 1; 131 of them are elementary and middle schools, almost all of them in the "outer boroughs." In Brooklyn, 44 non-Chapter 1 schools are above the state average; only eight Brooklyn schools are below it. The number of Chapter 1 Staten Island schools would double (from 10 to 20) if the state average were used. In Queens, 58 schools fall between the city and state averages. In the Bronx, 14 non-Chapter 1 schools exceed the state average; only five are below it. More than 30 high schools in all five boroughs also exceed the state average but are not poor enough to be Chapter 1.

The census called four percent of neighboring Nassau County's children poor. But Hempstead, one of Nassau's 56 school districts, is a typical "pocket of poverty." At least 60% of students in each of its elementary schools receive free lunch. Hempstead would depend for extra funds on state discretion under the proposed bill.

Finding schools failing state standards. The state average is an effective way to target schools with educational needs. All three states measure school performance by some form of academic standards. In all three, the statewide average captured schools and districts which fall below that standard. For instance, every South Carolina district failing to meet state standards has schools poorer than the state average; every district in which all schools are less poor than average meets all state standards.

Finding schools with multiple needs. Schools above the state average in all three states also have complex challenges. They serve more limited English proficient, handicapped, and/or migrant or immigrant students. Other research has found that poor schools are more apt to have unprepared teachers, inadequate equipment and materials, deteriorated physical plants, and a low tax base from which to draw school revenues. Those capacity factors, rather than the so-called "culture of poverty," probably lead to the consistent problems of poor schools, which are more than the sum of problems which poor students may bring to school. In poor schools, the school itself compounds the problems of its poor students.

Implications for Another Way to Distribute Funds

The three-state research described above suggests a fundamental problem shared by the Chapter 1 and proposed Title I programs. They try to address two distinct problems -- the effects of child poverty, and the effects of school poverty -- with one program. That generates a labyrinth of options and exceptions which create their own inequities. The concept of recognizing that school poverty contributes separately to educational disadvantage carries the potential to minimize those complexities and inequities.

Direct Concentration Grants to Poor Schools. The proposed bill would target both basic and concentration grants to poor counties. But the targeting does not guarantee that a poor school

would benefit. Many poor children in poor schools would still be denied services, because their schools or their counties are not poor enough. And broad support for Title I may be weakened because fewer districts would receive basic grants.

The three-state study suggests there may be a better way to distribute Title I funds: direct basic grants per capita according to the census count of poor children (recognizing the relationship between family poverty and educational disadvantage), and target concentration grants to schools above the statewide average of school poverty (recognizing the connection between school poverty and underperformance). If the concentration grant were 50% of total funds, a substantial infusion of dollars would be targeted to these schools. The mechanism for distributing the basic grant could remain similar to the current system, thus preserving a broad base of support for this program.

Distribute Concentration Grants by Current Poverty. Such an alternative might also provide a way around well-known problems with the census, without incurring high costs for more current poverty counts. Free lunch eligibility is uniform nationally. School-focused concentration grants could be distributed to states based on the number of free lunch eligibles in each state -- a one-year count, or a two- or three-year average. That would combine consistent, predictable funding in the census-driven basic grant with variable funding to recognize shifts in the pattern of child poverty during the decade.

Fund schools on both poverty and underachievement. The proposed bill corrects the financial penalty for school success by linking school funding to poverty counts, rather than educational need. But that creates another inequity by depriving children with demonstrated educational need of extra funds. It also abruptly redistributes funds among the most vulnerable schools.

A school-based concentration grant could be tied to counts of poor children, so that these schools are not penalized for success. But the new inequity created by the legislation could be mitigated by linking the basic grant to educational need, insuring that it is spent on children who really need extra services. Poor schools which would get both funding streams would not lose all their funds if they were successful, but would get extra funds for extra needs. Low-poverty schools which receive only basic grants would have to spend those funds on children with extra needs.

Recognize special needs of poor schools. As suggested by the three-state study, poor schools have special needs. If they were identified through a consistent statewide standard, proposed Title I provisions could appropriately be restricted to them. Targeting these schools for separate funding could also create a framework for targeting other ESEA programs.

Schools identified under a statewide school poverty average could be given a schoolwide project option, since they are poorer than average. That would eliminate the arbitrary current and proposed schoolwide project thresholds which, depending on how a district measures school poverty, include schools in some districts which are excluded in others.

Poorer schools are also more likely to need intensive staff development. The proposed law's staff development focus is more appropriately directed toward these schools, rather than to all eligible schools. Staff development funding, whether under Title I or through separate funding, could be linked to schools eligible for concentration funds.

These schools are also much more likely to need health and social services. Proposed Title I health and social service provisions could be restricted to these schools.

Finally, these schools disproportionately serve students with special needs such as limited English proficiency, handicapping conditions, or recent immigration. They are also often the focus of desegregation efforts. Other ESEA programs which address these needs, particularly competitive programs, could be restricted to districts with schools eligible for concentration funds because they exceed the statewide school poverty average.

The need for data

Congress cannot legislate a different way to distribute major funding without clearly charting the impact within and between states. The lack of comprehensive Federal data on school poverty has sidetracked the alternative discussed here, which was advanced in the Chapter 1 assessment and other forums.

Although the Federal government does not collect this data, that does not mean that it does not exist. If this approach holds promise, an urgent effort to collect school poverty data from the states would be fruitful. At the very least, such data might form the basis for intra-decade adjustment of census data. Ideally, it might point the way to more systematic and equitable Federal help for elementary and secondary schools, especially poor schools.

THE FIRST ANNUAL NEW YORK ASSEMBLY

AND SENATE PUERTO RICAN/HISPANIC

TASK FORCES BUDGET ROUNDTABLE DISCUSSION

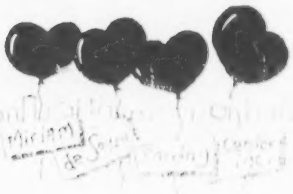
Testimony By:

THE MIRIAM DE SOYZA LEARNING CENTER

1180 REVEREND JAMES A. POLITE AVENUE

BRONX, NEW YORK 10459

Submitted By: Theadora de Soyza
August 4, 1993



August 4, 1993

Honorable Hector Diaz
New York State Assembly
Puerto Rican/Hispanic Task Force
Legislative Office Building, Room 845
Albany, New York 12248

Dear Assemblyman Diaz:

Enclosed, please find my written testimony for the Roundtable Discussion on August 10 and 11, 1993.

I regret that I am unable to attend the discussion. However, I am in the South Bronx, working with children who are developmentally delayed, 85% of whom are Puerto Rican/Hispanic.

I implore you to read my testimony and to respond. These issues are critical to the well being of children, families and staff. These issues must be addressed because those of us who are providing services to our children are slowly burning out. The people on the Committee For Preschool Special Education are also worn out from a system that is costly, inefficient and wasteful.

I anxiously await your response. It is most urgent that something be done to alleviate these oppressive conditions.

Sincerely,

Theadora de Soyza
Executive Director

TDS/jp

BEST COPY AVAILABLE

WHERE HAS ALL THE JOY GONE?

Twenty-two years ago, Willowbrook was exposed as a snake pit for children and adults who were mentally retarded and there who had other developmental disabilities. Twenty-two years ago, Miriam de Soyza, a child with Down Syndrome was born. Miriam was my daughter. The dreadful conditions at Willowbrook and horror stories about how residents were treated, charged my husband and me with a strong resolution that no infants would ever be institutionalized again.

We created an early intervention program called "THESE OUR TREASURERS." It was an exciting time. Parents were given the support needed to keep their children at home. Wonderful things happened for children who were developmentally delayed, physically, mentally and emotionally.

Our program was greatly respected. There were many requests from people in the South Bronx for such services.

After "Mimi" died, I started a new program in the South Bronx in her memory now known as the "MIRIAM DE SOYZA LEARNING CENTER." The children are wonderful, the families are good people and many of the staff are indigenous people.

PAPER CHASE

But much of the joy is gone. Why? The bureaucratic system that has been developed since the Federal Law PL.99-457 was passed in 1989, has become a nightmare. The work which is supposed to concentrate on developing children's cognitive, social, emotional and physical potential has become a **"Paper Chase"** and **"Meeting Place."**

CPSE

The creation of the Committee on Preschool Special Education consumes the valuable time of teachers, evaluators and educational directors. Where once we were respected for our sound educational principles, we are now required to commence a meeting anytime it is necessary to change an item on the Child's Individual Education Plan. (I.E.P.) This is an insult to our professional judgement.

BEST COPY AVAILABLE

ECONOMIC DISASTER/INEQUITIES:

Since this whole C.P.S.E. process requires a time frame of 20 days for evaluation site, to prepare evaluation, 10 days for the local C.P.S.E. to study the papers and 30 more days for the Board of Education's Central Based Support Team (C.B.S.T.) to review the papers, a child could be sitting home for 60 days before entry. This means the provider has a vacant spot, cannot receive payment until the child enters, but the same provider must continue to pay staff and pay bills.

REGIONAL INEQUITIES:

Moreover, there are regional inequities of payment. Some regions in New York City receive as much as $25,000. per child for 2-1/2 hours, while others in regions such as the South Bronx (with a minority population) can receive as little as $16,000. per child. Yet the New York State Education Department expects the same services to be rendered by poor, small agencies as large, wealthy agencies. Providers are mandated to give Speech Therapy, Physical Therapy, Occupational Therapy and Psychological counseling. The fees charged by these therapists are outrageously expensive - $60. to $90. an hour. No wonder New York State is broke! And the child care workers who care for the children day in and day out receive a paltry salary.

DEFICIT FUNDING:

Very often small agencies (not-for-profit) are obliged to obtain bank loans while waiting to be paid. It is because the system is totally insane. Large sums are paid in interest to banks - monies that could be used for the children, or to give decent salaries to the "overburdened staff."

Something must be done to Reform the System. It is costly and inefficient.

RECOMMENDATIONS:

1. Decentralize the process. Let the local districts make the final decisions on appropriate placement for the child.

2. Reduce the meetings to simply submitting the papers to the local C.P.S.E. If there is a difference of opinion, then call a meeting.

Thousands of dollars and hundreds of hours could be saved.

3. Let there be a contract with the Board of Education similar to OMRDD contracts and/or New York City Department of Mental Health and Mental Retardation Services, specifically the Bureau of Mental Retardation.

   There are three advance payments, vouchering monthly, and a year end reconciliation. Such system eliminates deficit funding and high interest rates.

4. Investigate the inequities in rates received by all the agencies serving preschool children with disabilities.

5. Lower the rates demanded by Speech Therapists, Physical Therapists, Occupational Therapists and Psychological Counselors.

6. Create a monitoring system that will hold providers accountable for programs and funds by one State agency instead of three (Board of Education, State Education Department and local Health Departments). The New York City Bureau of Mental Retardation has a good model.

7. Have a pilot program for inclusion and give us the opportunity to create an excellent model of service and educational excellence instead of a subservient position which drains one's body and soul of joy and enthusiasm in serving children with developmental disabilities.

TDS/jp

COMMUNITY SERVICE SOCIETY OF NEW YORK
105 East 22nd Street, New York, N.Y. 10010 • 212 254-8900 • Fax 212 260-6218

EXECUTIVE OFFICERS
BOARD OFFICERS
BOARD MEMBERS
HONORARY LIFE TRUSTEES

October 26, 1993

The Honorable Eliot Engel
House Subcommittee On Elementary, Secondary
and Vocational Education
B-364A RHOB
United States House of Representatives
Washington, D.C. 20515

RE: Improving America's Schools Act of 1993, Title I (H.R.3130)

Dear Congressman Engel:

Title 1 of the Improving America's Schools Act of 1993 (H.R. 3130) must contain several key provisions if the Chapter 1 program, which it reauthorizes, is to deliver what that program has promised to this nation's economically-disadvantaged children since its inception in 1965: equal educational opportunity. The new legislation must get Chapter 1 dollars where they are truly needed, require genuine comparability of educational services among all schools in a state before receipt of Chapter 1 funding, and focus on whole-school, not piecemeal, reform.

With H.R. 3130, the United States Department of Education has proposed a bill that lays a strong foundation for legislation that truly actualizes the original intent of the War on Poverty's Title I program. H.R. 3130 provides Congress with an opportunity to rectify the federal government's dwindling commitment to equal educational opportunity for all children in this country and, in so doing, right the wrong of a public educational system that is increasingly separate and unequal. Not since the inception of Chapter 1 has there been such an opportunity. To this end, I urge you to support the following policies:

 BEST COPY AVAILABLE

1. Support the provisions currently contained in H.R. 3130 that target Chapter 1/Title 1 resources to the schools and children in greatest need.

The lack of targeting and the unconscionable redistribution of Chapter 1 dollars intended for this nation's poorest children and poorest schools to schools with poverty rates of less than 10% is well documented[1]. Here in New York City for the 1993-94 school year only those schools with poverty rates of 62.23% or greater are deemed Chapter 1 eligible while schools in neighboring affluent suburbs with poverty rates below 10% receive Chapter 1 support. This arrangement is not an anomaly but in fact a direct result of the current Chapter 1 law.

H.R. 3130 provides an opportunity to remedy this profoundly unjust distribution. I urge you to support the proposed targeting provisions, including the 50%/50% basic/concentration grant split, the 2% absorption factor, the increased thresholds for county and LEA basic and concentration grant eligibility, and the elimination of many of the exceptions in the current law that allow LEAs to serve schools with poverty rates below the district-wide average (e.g., the "no-wide variance rule," the "25% rule"). While not perfect[2], the proposed distribution/allocation provisions substantially improve the targeting of Chapter 1 dollars to the children initially intended to benefit from this anti-poverty program. To fail to support this improved targeting is to convey the message that Congress is committed to educational excellence for only some youngsters.

---

[1] See: United States Department of Education (September 13, 1993). Improving America's Schools Act of 1993: The Reauthorization of the Elementary and Secondary Education Act and Amendments to Other Acts; United States General Accounting Office (1992). Remedial Education: Modifying Chapter 1 Formula Would Target More Funds to Those Most in Need. (GAO/HRD-92-16); United States Department of Education (June 1992). National Assessment of the Chapter 1 Program: The Interim Report; The Commission on Chapter 1 (1992). Making Schools Work for Children in Poverty: A New Framework.

[2] H.R. 3130 retains the district-wide poverty average for the determination of Chapter 1 eligible schools within a LEA thereby perpetuating a system that sets different eligibility standards for schools in different districts. Thus in New York City, the eligibility standard is almost six times higher than the standard applied in surrounding communities where eligibility cuts are as low as 10%. It is precisely this provision in the current law (which has been retained in the proposed legislation) that creates the following: "...almost half of very low poverty elementary schools (less than 10 percent poor children) receive Chapter 1 funds...Yet 13 percent of high-poverty schools (above 75 percent poverty) receive no Chapter 1 funding..." United States Department of Education (September 13, 1993). Improving America's Schools Act of 1993, p. Title I - 6.

2. Expand the proposed comparability requirement to one that requires that all schools in a state provide comparable essential educational services. The current Chapter 1 law must be amended to require that a state's receipt of Chapter 1 dollars be conditioned upon the state's demonstration of equity of "essential educational services" in all public schools throughout the state.

In their report, Making Schools Work for Children in Poverty, The Commission on Chapter 1, comprised of some of the nation's leading education experts and advocates and chaired by David W. Hornbeck, concluded:

> Resource disparities between rich and poor districts have widened over the life of Chapter 1 and since the Supreme Court's 5-4 decision in 1973 foreclosing a role for the federal courts in redressing inequities created by school finance systems...Many of the schools with the greatest concentrations of students in poverty are located in districts that are property poor and that lack the resources to meet basic education needs...If children, regardless of their economic circumstances are to have the opportunity to learn at high levels, these conditions must change dramatically...Federal participation is needed to fulfill the government's responsibility to secure equality of educational opportunity.[3]

To this end, the Commission makes a bold recommendation and in so doing carves out a critical role for the federal government to play in eliminating the gross inequities that now pervade the American education system. The report recommends that a state's receipt of Chapter 1 funding be conditioned upon the state's documentation of comparability in "essential educational services" in schools throughout the state.[4] Regrettably, the bill before you does not reflect this

---

[3] The Commission on Chapter 1 (1992) Making Schools Work for Children in Poverty, Part III, p. 22-23.

[4] The commission defines "essential educational services" to include the following:
- preschool child development programs;
- reading programs in the early grades;
- adequate pupil-staff ratios in the classrooms;
- counseling, health and social services;
- the education and experience of teachers, including the distribution of experienced and inexperienced teachers among schools and local agencies, certification of teachers, including National Board certification, and assignment to teach in their area of certification;
- a broad and comprehensive curriculum, including appropriate courses at each grade level designed to teach the advanced skills and knowledge called for under subsection II(A);
- services for limited English-proficient students

See: Making Schools Work for Children in Poverty, Part III, p. 19-20.

recommendation and instead offers a weak, though strengthened from the current law, comparability provision.

As you know, Chapter 1 services are compensatory education services and, pursuant to current law, must be supplemental to the regular program provided with state and local dollars to all children in the school district. Chapter 1 statute expressly prohibits using Chapter 1 dollars to supplant funds from non-federal sources. The implicit assumption in the current Chapter 1 law is that what constitutes "supplemental" in District A also constitutes "supplemental" in District B. This of course can only be true if the pre-Chapter 1 educational services in the two districts are equal. Educators, parents, students, and politicians all know that this "level playing field" that Chapter assumes is purely imaginary. Chapter 1 law and policy can no longer deny the empirical reality that impacts daily on the lives of poor children and children of color in contemporary America: that, instead of a level playing field, our current education system is rife with profound disparities, or as Jonathan Kozol has so painfully but accurately described, "savage inequalities."

Reauthorization of Chapter 1, provides the federal government with an opportunity to transform the current law from a policy that exacerbates educational inequity to a one that affirmatively promotes educational equity. With the reauthorization of Chapter 1, the federal government can recognize and remedy the profound inequities that undermine the life chances of far too many children in America today. Let Chapter 1 function as the "legal hook" whereby the federal government makes a meaningful and effective commitment to educational equity.

Finally, while the two points delineated above reflect our primary interests, concerns, and areas of expertise, I also urge you to expand and enhance other provisions in the bill, particularly the accountability mechanisms, support for professional development, and commitment to whole school reform.

Politicians may jump on the "success for all" bandwagon by espousing the belief that all children can learn and succeed at high levels. These words however, are nothing more than rhetorical flourishes, unless they are backed up by the following critical policy changes: money specifically earmarked for professional development at Chapter 1 schools, legal recourse which empowers parents to hold schools and districts accountable when they continue to fail at getting all children to the state's high performance standards, and reforming whole schools instead of piecemeal remediation. Empty words and promises will not provide educational opportunities nor improve educational outcomes. The "success-for-all" research tells us that what will work are high expectations of all children and whole-school reforms. While H.R. 3130 recognizes the connection of such reforms to educational excellence, the bill lacks the "teeth" necessary to make these reforms a reality for all children. These laudable reforms must be expanded and supported.

Without educational equity at the elementary and secondary level, the successes of such early intervention programs as Headstart will be compromised and college will remain an elusive dream for far too many of our children. The federal government must take a leadership role in assuring a quality education for all of America's children. The reauthorization of Chapter 1 provides the opportunity for the federal government to do its job and prevent this nation's educational policies from creating an unbridgeable gap between the well-educated and employed and a new caste of untouchables, the tens of millions of Americans poorly educated and permanently separated from jobs.

Thank you for the subcommittee's invitation to testify at the ESEA reauthorization field hearing in the Bronx on October 18, 1993. I deeply regret that I had an unavoidable scheduling conflict that prevented my attendance at the hearing; I am submitting my views herein in lieu of my oral presentation. In addition, I am enclosing previous testimony that I had delivered at the subcommittee's request in 1991 on the issue of Chapter 1. If I may be of any further assistance, please feel free to call upon me.

Sincerely,

David R. Jones, Esq.
President and C.E.O.

enc.

HEARING ON SCHOOL FINANCING

HEARING

BEFORE THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, NOVEMBER 7, 1991

Serial No. 102-82

Testimony by David R. Jones, President and C.E.O.
Community Service Society of New York

Reprinted by CSS, 105 East 22nd Street, New York, NY 10010

STATEMENT OF DAVID R. JONES, PRESIDENT AND CEO, COMMUNITY SERVICE SOCIETY OF NEW YORK

Congressmember Kildee, members of the committee: My name is David R. Jones and I am the President of the Community Service Society of New York. CSS is a nearly 150 year old social agency engaging in advocacy, research, community organizing and direct service on behalf of New York City's poorest residents.

Thank you for inviting me to talk about one of the most critical issues facing urban schools today. It is an issue you have highlighted with your extraordinary report, *Shortchanging Children: The Impact of Fiscal Inequity on the Education of Students at Risk*.

I Know that the Department of Education is discussing testing children as a way of ensuring they meet "world-class" standards of knowledge. Before we embrace new batteries of tests, we must establish that world-class standards of educational excellence are available to every child regardless of the child's economic background.

I believe we are in danger as a Nation if we do not decisively change our educational funding priorities now. Just as our school calendars reflect anachronistic practices of freeing up farm children during the growing season, our school funding reflects outmoded patterns that prepare most children for unskilled manual labor, rather than for the technical jobs of today.

Perhaps it was once economic "realism" to write-off half our children by shortchanging them in the classroom. Today, that practice is economic suicide. There is no market for illiterate laborers. A vibrant economy needs educated, confident blue- and white-collar workers, technicians, and professionals. Yet it is ironically the very schools we damage through consistent under-funding that we look toward to deliver that trained work force.

For much of the past decade, the Community Service Society has been involved in focusing attention on school financing and poor children. The inequities and the huge funding disparities we have documented in New York City can be found in other cities and towns all over the country. Simply stated, we found that poor children are systematically shortchanged. They need more in order to succeed, but they get less. Some even say that policy is justified, that the problems of poor children are too severe to be remedied by schooling, that they cannot learn or succeed, that money is wasted on them and that we must triage resources in order to salvage a good education for those who can benefit from it.

None of this is true, yet acting on the assumption that poor children will automatically fail creates a self-fulfilling prophecy. It need not happen. I can show you schools where poor children thrive and excel, because funding is in place and school administrators and teaching staffs are dedicated to getting positive educational results. Just as the Watergate source "Deep Throat" told reporter Bob Woodward to "follow the money," the way we fund schools demonstrates our priorities and sends a message. And if the message is negative, the results will also be negative.I11New York City faces two problems with school finance equity. One is with the city's Board of Education and the other is with the State legislature. Federal help is needed to resolve both problems.

The first inequity involves how the Board of Education allocates resources to its local districts and schools. Dozens of complex formulas and rules enable resources to shift to schools with political clout and fewer poor children. The result is that poor children who need more get less.

In 1987, CSS issued *Promoting Poverty: The Shift of Resources Away From Low-Income New York City School Districts*, a report that detailed many of these inequities. Then we alternately fought with and worked with the board, winning some redress in the way State and Federal funds are distributed among the schools. For

BEST COPY AVAILABLE

example, the Board agreed to pass funds on by using the same rules through which they were received. That translated into measuring poverty for Chapter I purposes by using the poverty line—rather than the old rule of twice the poverty line—as an indicator of need. Now much of New York City's concentration grants go to the poorest schools. And Chapter 2, Title II and Drug Education funds, which Congress designated for poor children, are also distributed that way. But it was a tough fight, and winning it was not enough.

The same Board of Education that inflicts these inequities on its poorest schools argues eloquently and justifiably about the unfairness of State funding. And despite our struggles with the board, CSS agrees. The State legislature refuses to correct inequities in its aid to local school districts. One of these is the State's general school aid formula.

On the surface, the formula seems progressive. It takes into account student needs and the area's relative wealth. But in subtle ways, that formula penalizes poor districts. For instance, for purposes of funding, it counts children in the district by average daily attendance rather than actual registration. Since poor children are more frequently truant New York City incurs a 15 percent penalty on that part of the formula alone. Other parts of the formula also hurt the city. Because it generally costs more to do business in densely populated urban areas, schools pay more for goods and services, but are not sufficiently remunerated for these added costs. The formula also assumes that property-rich urban areas can draw educational funding easily from property taxes. This is no longer true given the "municipal overburden" where the same tax dollars must pay for social services, ADDS services, housing, mass transit, and all the assorted necessary costs of urban America.

New York City has another unique problem. The State formula for calculating school aid specifically excludes those cities with populations larger than one million from certain kinds of aid. Our city is the only municipality in the State with more than a million residents.

Governors, mayors, city managers, special commissions and court suits have attacked the State aid formula for years, with no success. Because of these and other inequities in the State aid formula, New York City this year will get 33 percent of the State's school aid for almost 37 percent of the State's students, 70 percent of the State's children on public assistance and 80 percent of the State's foster care children.

I urge you to find a new funding approach that guarantees fairness to poor kids, and understands the urgent national interest tied to that fairness.

Most districts suffering from unequal State funding also get large Chapter 1 grants, precisely because they are poor. In a real sense, Chapter 1 makes up for part of the missing State resources. If it were not for Chapter 1, some of these schools would close. Even with Chapter 1, they cannot offer instruction comparable to richer and better-funded districts. Federal guidelines requiring States to demonstrate comparability between districts in order to receive Chapter 1 funding could change the present imbalance.

CSS is completing a study of how teachers are assigned among schools. Our findings are staggering. Teachers in poor schools are, on average, far less educated, less pedagogically prepared, and less experienced. They are absent more often and, once they get experience, transfer out of poor schools and into schools that benefit from inequitable funding.

Certainly at the extreme a young, committed, gifted incoming teacher is preferable to a burned-out timeserver awaiting retirement. But on average, teachers without experience, credentials, or academic training cannot compare to teachers with credentials and classroom "smarts" born of experience. Logic suggests it and Federal research confirms that training makes for better teachers. And when a poor school has concentrations of unseasoned, untrained teachers, that school carries a double burden—poor kids and poor teachers.

Congress must take a hard look at current regulations governing comparability. Present Chapter 1 legislation requires that, within a district, services in Chapter 1 schools be comparable to those in non-Chapter 1 schools. It suggests a multi-factor measure that includes equivalence in teachers, administration, curriculum, materials, and supplies.

In my view the Chapter 1 regulations and policy manual vitiate the spirit and intent of comparability. For example, they permit an alternative comparability measure that focuses solely on student-teacher ratios. That test is the one chosen by New York City to demonstrate comparability, and student-teacher ratios is the only test the city could in fact pass.

Because the city pays for extra preparation periods and smaller classes in Chapter 1 schools, those schools have more teachers, hence a lower student-teacher ratio. But many Chapter 1 schools are clearly not comparable. Some New York City schools passing the student-teacher ratio test have such an large inexperienced-teacher cadre that their teacher salaries average $10,000—or 25 percent—less than schools in more affluent areas with more experienced teachers.

That's not comparable, that's not fair, and that's not in the National interest. Poor children benefit little from guarantees that their classrooms are no more crowded than those of other schools. Poor children need qualified, experienced, committed teachers. They also need modern textbooks, computers, and adequate supplies-at least up to the district standard.

Federal intervention is needed to insure that the statutory purpose behind the comparability requirement is reflected in the way Chapter 1 is administered. Regulations must be rewritten to require comparability in more standards than simply student-teacher ratios or even teacher salaries. New regulations must require comparability in a broader range of educational services, including teacher qualifications and experience, access to adequate instructional supplies and curriculum materials—as well as pupil-teacher ratios and salaries.

Some have complained that a multi-factor comparability requirement imposes too great an administrative burden on school districts. The U.S. Secretary of Education, however, should be able to craft regulations and guidelines that assure comparability and contain methods of compliance that are not administratively burdensome. But if the administration will not do that, then Congress must act to require the use of a multi-factor measure of comparability.

I have talked about two funding issues which harm poor kids. I'd like to spend just a moment on a third issue confronting you now—school choice.

My interest is in the survival of poor children. If I thought school choice would help them, I'd support it actively. But I've seen no evidence that choice helps poor kids—and neither has anyone else, because as far as I can tell, no one has looked.

Here's an example. District Four in East Harlem is known for its success in instituting a form of choice, and the district did make spectacular gains. Yet in a number of those choice schools as many as four kids in ten live somewhere else—many of them in more comfortable neighborhoods. I want to know how the kids in East Harlem have done under choice. I want to know whether they contributed to those gains, or whether those gains were made at these children's expense.

Those are questions that can be answered. The data exists. It's possible to track kids in choice schools to their home addresses, to look at their test histories, to compare them with other kids who had no choice. For all the talk about this "new" idea, there are formal and informal choice models in place all over the country.

New York's District Five in Central Harlem has a broader choice plan than District Four. District Five's plan includes every school and every child; it's been in operation for 8 years, and schools have closed because parents walked away from them. District Five has the worst test scores in the city and State.

I want to hear that I'm wrong, that choice isn't another officially sanctioned form of inequity that leaves poor kids isolated in badly funded schools, blamed for their own miseducation because they didn't "choose" to leave.

This Congress and your committee put poor children on the National agenda 26 years ago when you created Title I. Your legislation made the connection between concentrations of poverty and poor achievement and it advanced what was then the radical notion that we can do something about it. You expanded that agenda with other programs giving poor kids more, not less. You have proved that giving more can work.

This Congress and an economy demanding a skilled, educated work force are two of the biggest allies poor children can have. We count on your continuing support.

Let me close by cited the words of education writer and former civil rights worker Jonathan Kozol whose *Savage Inequalities: Children in America's Schools* is a heart-rending indictment of the treatment our children receive. Kozol writes about the feeling of a "death zone" that "often seemed to permeate the schools themselves. Looking around some of these inner city schools, where filth and disrepair were worse than anything I'd seen in 1964, I often wondered why we would agree to let our children go to school in places where no politician, school board president or business CEO would dream of working." Unless reversed by strong Federal intervention, the cavalier, even brutal, treatment of our children today, what Kozol calls their needless "soiling" will produce a generation of uneducated, unproductive, and deeply resentful adults. We can do better than that.

Susan E. Ebersole

Director

The Scholastic Art & Writing Awards

Good morning. I am Susan Ebersole, Director of The Scholastic Art & Writing Awards. I am pleased to be here to lend our support to this important Bill, amending the Elementary and Secondary Education Act of 1965 to improve arts education in the United States.

Reading the Bill in preparation for this testimony, I was immediately struck by how many of its concerns and initiatives correspond to those we have identified for our program as we approach the year 2000. Currently, each year the Scholastic Art & Writing Awards catalyzes the efforts of literally hundreds of thousands of arts professionals, educators, business leaders and families in thousands of communities across America, to support the artistic endeavors and achievements of their children.

Last year, for example, over 250,000 student entrants from grades 6-12 participated in The Awards in 70 regions coast to coast -- representing 99% of America's public schools. In many of those schools, The Awards and other outside arts programs form the core of a curriculum where there is no other formal arts training. Many young artists learn and participate extracurricularly in such programs, pursuing advantages their schools do not or cannot provide. From my personal discussions throughout the year with those young artists, speaking with their teachers and parents, and experiencing their work, I can more than confirm the findings of the Bill before us that "there are inadequate arts programs available for children in the schools," that "the arts promote progress in academic subjects" and that "children who receive instruction in the arts remain in school longer and are more successful than children who do not receive such

instruction." I would like to further add that I have found that "progress" and "success" have as many definitions as there are children, and that one of the tremendous advantages of the kinds of programs the proposed amendment seeks to support is in seeing individuality and confidence -- which have always seemed to be an expression of a particularly American spirit -- blossoming in the light of encouragement and participation in the arts. That confidence and self-esteem is a gift which has impact far beyond any artistic endeavor, and we believe the proposed Amendment has the potential to compound it for our Nation's young people many thousands of times over.

As proud as I am to be able to relate some of the wisdom accrued by our 70-year old program, I believe our accomplishments provide a valuable and, perhaps to some, surprising model for the potential success of Bill H.R. 2933. Over the past ten years, the arts have been embattled in the United States -- to the point where it has become an almost common assumption that the majority of Americans are not interested in the arts, do not perceive them as having intrinsic value to our Nation's future -- other than the money which changes hands around the arts most visible proponents -- and, most importantly, view the public moneys that are spent on the arts as disposable, distributed by a small group of individuals interested in promoting a specific arts agenda in the United States. The Bill you are considering will most likely be subject to criticism of that sort.

However, I am here today speaking on behalf of literally hundreds of thousands of citizens from all walks of life and every area of the country, whose contributions of time, money and energy contradict those assertions. Last year, the budget for our program -- moneys spent on what we do here in New York to support and assist those citizens across the country -- came to approximately $800,000: practically an insignificant number by Federal standards, (though certainly a great deal less than what we could have used.) But because our program supports community-based efforts

of the kind proposed in Bill H.R. 2933, that mere $800,000 was magnified many times over, not only through financial contributions on the local level, but also by an unprecedented level of community volunteerism. Each year, local initiatives of The Scholastic Art & Writing Awards struggle to close the gap between what their children need and what their educational system provides. That struggle creates, in effect, 70 different regional arts-in-education programs -- coordinated in some areas by local newspapers, in others by major museums, in others by colleges and universities, and in still others by consortiums of concerned educators and artists. Passage of the Bill will assist communities in maintaining hard won local commitments to the arts in education which must be renewed each year, as well as providing funds for expansion. Within the purview of our program alone, there exist 70 individual models attesting to the benefits that the passage of the proposed amendment will offer the Nation's youth -- benefits which could dramatically increase with even a small infusion of Federal support. And, while The Scholastic Art & Writing Awards is the oldest and largest program of its kind in the country, there are countless other arts-in-education programs, run by both private and public institutions, which form a vast network of concern and advocacy and information for young people interested in pursuing vocations or avocations in the arts. Bill H.R. 2933 will help that network survive, communicate and grow by helping to provide the framework for national arts education standards, and by providing funding to aid deserving programs and school systems to reach many more young people with the message of independence and hope for the future that the arts can provide.

One of the major concerns of all of us who coordinate arts programs for young people, and one that I was delighted to see outlined explicitly in the proposed amendment, is reaching out to what the Bill calls "at risk children and youth." Intercepting those young people who are leaving school in distressing numbers, and providing them with an impetus to return to the classroom is of great concern. In what seem to be particularly troubled times for America's youth, I believe the Bill provides the most effective avenue for reaching those young people it defines as "at risk."

BEST COPY AVAILABLE

The arts, in all of their many forms and disciplines, have historically been a refuge for the disaffected and under-represented -- whether that disaffection arises from endemic poverty, racial or sexual discrimination or merely the common trials of adolescence -- and they are sometimes the only available means for positive expression and personal exorcism of those ills. The arts, relying as they do upon a human imagination with which all of us are blessed, depend not so much upon vast infusions of money for equipment and capital improvements, but upon the provision of guidance and encouragement, and recognition of both the efforts and achievements of young people. While it takes precious time, ability, sensitivity and, most of all, commitment to provide that guidance and encouragement -- and while those qualities are not purchased cheaply -- the ongoing human benefits to those "at risk children and youth" who may have never experienced the power of the arts would by themselves more than justify the passage of the proposed amendment. Whether the means of expression is as simple as putting pen to paper, or welding steel girders to stretch up into the sky, if this Bill helps provide an outlet for that expression, and an alternative to the violence and despair which seems to be becoming more and more prevalent among our young people, it will have more than accomplished its purpose.

70 years ago The Scholastic Art & Writing Awards began as a small, localized effort by one man -- M.R. Robinson -- to encourage young people's participation in the arts and provide them with recognition on a par with athletics and other school sponsored programs. We believe that the proposed amendment -- with its focus on community-based programs, the provision of cultural services to young people both in and out of school, and the recognition of the contribution of the arts to the future of our Nation's youth, and thereby of our Nation itself -- is an historic initiative that will eventually result in benefits to the citizens of the United States worth many times the amount of money allocated by its passage. We hope that you will continue to call upon our organization for support and guidance as this process continues, and again thank you for the opportunity to speak today.

ISBN 0-16-044303-2